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ABSTRACT

The purpose of the project was to determine if a pre-existing job classification plan, arbitrarily constructed, can serve as an effective instrument for affirmative action in personnel selection and promotion. In order to meet this objective, the job classification plan of the Altadena (California) Library District was examined. A theoretical discussion of the principles, methodology, and techniques of job analysis as it applies to job classification is presented. Important in the process is determining what the worker does and the level and difficulty of the work which determines the job requirements. An overview of the principles and techniques of position-classification are presented as a guide for formulating a job classification plan. The Altadena Library District represents a typical case of how job classifications are developed in smaller public agencies that have limited funds and professional manpower to analyze the organization's positions. A critical analysis of the library's job classification plan concluded it was not a desirably effective instrument. Several specific and general recommendations are presented. A bibliography and glossary are included. Appended materials contain much of the data used in the position-classification performed on the Altadena Library District. (Author/EC)

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THE JOB CLASSIFICATION PLAN AS AN INSTRUMENT FOR AFFIRMATIVE ACTION

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A Research Project
Presented to
the Faculty of the Department of Political Science
California State University
Fullerton

In Partial Fulfillment
of the Requirements for the Degree of
Master of Public Administration

by
Russell Arthur Roberts
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ABSTRACT

A good job classification plan is predicated on a thorough job analysis of all of an organization's positions. It is believed that job classification plans in most local governmental agencies are developed in a piecemeal fashion on an as-needed basis due to limited financial and human resources. Consequently, what is more likely than not to result is an incoherent plan permeated with incongruities. Moreover, most public libraries because of size fall into this category and therefore suffer the same malady. Given this situation, the central question treated is: Can a pre-existing job classification plan, evolved in this manner, serve as an effective instrument for affirmative action in personnel selection and promotion? To answer the question, the case study approach is employed. The job classification plan of the Altadena (California) Library District is examined in light of the principles and techniques of job analysis and job classification applicable to affirmative action. It is concluded in the Altadena case, that the job classification plan, developed with no forethought to affirmative action and without benefit of a thorough and systematic analysis of all the organization's jobs, is less than a desirably effective instrument for affirmative action in personnel selection and promotion. Lastly, certain recommendations are made for affirmative action in general to libraries and the librarian profession for the better utilization of manpower. If implemented, it is expected they will not only serve the disadvantaged but will also improve library service and, in turn, benefit the public.

Chapter 1

INTRODUCTION AND PROBLEMS

The movement for good government occurring at the turn of the century established goals that generated a number of high expectations for civil service personnel systems that have failed to materialize. Instead of promoting equality of opportunity for all groups in society, these systems have frequently been anti-egalitarian and protective of the status quo. As Marilyn Gittell observed:

> . . . Higher standards for entrance, narrow job classifications, constantly increased credentialing requirements, and a maze of examinations have served to protect those who make up the system and as an effective screening technique for keeping out not those who are fit, but rather those who do not fit.[1]

The unfortunate result has been the development of meritocracies composed of elitist corps.

Long-held shibboleths about the civil service are now being challenged by the fact that the so-called merit system has failed to prove itself truly meritorious. Over the years, serious questions about the procedures of public service bureaucracies developed as a result of a lack of responsiveness to their clients combined with an obvious inability of these systems to recruit minorities.

With the growth of the Civil Rights Movement in the 1960's, there was a concomitant rise of concern for equal employment rights as one of its aspects.

Although the principle of equality in public employment had been promulgated in the personnel policies, rules, and regulations of most public agencies, many inequities existed and still exist today. Minorities and the so-called disadvantaged were frequently excluded from public employment, or if they obtained employment, from middle or higher-level positions by virtue of artificial barriers if not, indeed, by blatant discrimination. As was suggested above, one of the contributors to this kind of discrimination is the way in which the merit system itself has been applied even though it espouses the concept of "equal employment opportunities" and professes dedication to the cardinal criteria of objectivity and impartiality in its practices. Michael Wilson capsulized the problem it had created for itself, and one of central problems to which this project is addressed, in the following manner:

> . . . Depending on the ways in which they are administered, civil service merit systems can be either friends or obstacles to individuals trying to gain access . . . into the public service. To the extent that they prevent considerations such as race, religion, sex, or political beliefs from deciding who shall receive jobs, the merit systems are valuable allies. Unfortunately, however, *irrelevant criteria have become entrenched in most personnel systems, usually placed there in the name of objectivity. These include arbitrary written tests requirements, unreasonably high qualification standards, and suitability regulations which bear no relation to an individual's ability to perform a certain job.*[2] [Italics mine.]

Thus merit systems had become a two-edged sword.

This inherent anomaly described by Wilson was sought to be rectified as an outgrowth of the Civil Rights Movement through the passage of several Federal laws: principally, Title VII of the Civil Rights Act of 1964 and the amendment thereof titled the Equal Employment Opportunity Act of 1972. They are expressly directed at prohibiting and/or eliminating discrimination in employment practices by race, color, religion, sex, or national origin. By amending the 1964 act, Congress extended the law to cover virtually every governmental agency and subdivision thereof that have fifteen or more employees for each working day of twenty or more calendar weeks in the current preceding year.[3] In addition, the Guidelines on Employee Selection Procedures set down by the U. S. Equal Employment Opportunity Commission were adopted by the California Fair Employment Practice Commission. Furthermore, the American Library Association resolved in 1974 that steps be taken within the library profession to assure that equal employment opportunity become a matter of fact by virtue of adopting the ALA Equal Employment Opportunity Policy.[4] So equal employment opportunities for all Americans is now a matter of public policy as well as an issue of conscience and principle on the part of many individuals, employers, labor unions, and professional associations.

Problem and Thesis

It is the purpose of this project to see if a pre-existing job classification plan can serve as an effective instrument for affirmative action in personnel selection and promotion. To illustrate the vulidity of the thesis, that a pre-existing job classification plan can serve as an effective instrument for affirmative action in personnel selection and promotion, the project shall examine the job classification plan of the Altadena (California) Library District.

The major concern of this project shall be focused on the job specifications or qualifications contained in class specifications. The job qualifications are derived from the presumed requirements of the job. The public issue is: Are the stated requirements of a job related to the job tasks? If they are not, then in effect they serve as artificial barriers to selection and promotion. The problem then becomes: How can we be certain that the requirements are validly related to the tasks?

Once this is determined the next concern is for implementing an affirmative action plan to move disadvantaged persons into the organization and up the organizational ladder.

The statement of purpose in the EEOC Guidelines (1607.1(a)) underscores these overall concerns. It reads, in part, that they are predicated "on the belief that properly validated and standardized employee selection procedures can significantly contribute to the implementation of non-discriminatory personnel policies. . ." They emphasize that job analysis becomes an important tool in any such process. It provides the necessary information for the construction of tests and any other selection procedures as well as data for determining their validity.

Organization of Project

The major parts of the project are Chapter 2 which presents a theoretical discussion of job analysis; Chapter 3, the principles of position-classification; Chapter 4, the Altadena Library District as a case study; and Chapter 5, the conclusions and recommendations. The reader's attention is also called to the Glossary of technical terms used in job analysis and position-classification and the appendixes. The appendixes include much of the data used in the position-classification of the Altadena Library District performed by me. That specific data is presented in its original format so that the reader can better appreciate the problems encountered by the classifier. Appendixes F and G respectively are the older class specifications and job descriptions which were found to be inadequate after a period of time. Appendix E represents the new class specifications written by me as a result of the position-classification I performed. And it is analyzed in this paper. Important to this is Appendix H, the standard by which the position-classification was done. The remaining appendixes are self-explanatory by their titles and the references made to them in the text.

Job analysis. Chapter 2 discusses the principles, methodology, and techniques of job analysis as they may be applied to affirmative action. Important to the process is determining what the worker does, the level and difficulty of the work which, in turn, determines the job requirements. The chapter will examine the systems approach, employing the concepts of Functional Job Analysis and job restructuring from whence career lattices are constructed. This discussion will serve to underscore the importance of job analysis in affirmative action programs and serve as a theoretical reference for evaluating the position-classification study in Chapter 4.

Position-classification. The principles and techniques of position-classification as outlined in Chapter 3, are to be used as a guide to how a job classification plan should be formulated. As such it becomes a point of reference also for analyzing the case study. It should be stressed, however, that position-classification is a far more involved subject than the brief resume presented here. This overview has tried to highlight those aspects most pertinent to the position-classification of the Altadena Library District which, incidentally, had already been performed. Furthermore, there was an attempt to emphasize principles applicable to affirmative action.

Case study. The Altadena Library District position-classification study is presented as a means of examining and testing the earlier stated thesis that a pre-existing job classification plan can serve as an effective instrument for affirmative action in personnel selection and promotion. The case study methodology is ideographic; it is episodic, descriptive, and particular. Its conclusions are arrived at deductively.

This is contrasted with the nomothetic kind of study which is theoretical and abstract and whose generalizations are often inductively based on empirical evidence and statistics.

The situational characteristic of the case study method makes it individualistic or unique. So the reader is forwarned that whatever conclusions drawn from such an approach, utilizing only a single case, are rather particularized. They are dependent on a particular set of conditions. Consequently, the applicability of the case to other situations must take the various conditions into consideration. However, it is expected that the case study method will give some new and objective insights into personnel selection and promotion.

The Altadena scenario is thought to be a somewhat typical case of how job classifications are developed and rationalized in smaller public agencies, and in libraries particularly, that have limited funds and professional manpower for a thorough analysis of the organization's position. Many times such classification schemes grow out of a need to assign certain positions to a pay plan. Positions, in such cases, are often created on a as-needed basis in response to a group of tasks which are in want of someone to perform. Moreover, jobs are frequently enlarged to make use of an employee's special skill or abilities.

Especially because of the smallness of the organization, there are overlapping of duties wherein personnel cross over into several functions which complicates the situation. This is believed to be particularly true of library work per se. The general situation is further compounded by the fact that in a small public agency, the positions usually are locked into the pay scale, at least for the current fiscal year because of a tight budget.

Additionally, in the ensuing year it may be difficult to obtain a sufficient increase in the personnel budget dictated by the principle of "equal pay for equal work." The governing board may take a pragmatic position that as long as the person occupying the position concerned is contented with his pay why should it approve a reclassification that would command a higher pay range . Of course, the position classifier or administrator may pragmatically counter by arguing that should the position be vacated he would be in a better position to fill the vacancy. This presumes that the qualifications for performing the duties of the position are valid and the correlated pay plan is, in turn, related to the availability of persons with the necessary skills in the job market. Often the governing board remains steadfast in just such a situation described and complicates the problem thus created with future incidents. In this way, the agency is likely to develop an incoherent job-classification plan full of incongruities.

Adding to the overall problem, are the preferences of employees for performing certain tasks. Therefore, restructuring of positions is not always a satisfactory answer for solving the dilemma for fear of creating staff dissatisfaction by requiring staff members to perform tasks not to their liking. The smallness of the staff, having given work preferences, limits the feasibility of such reassignments. As a result, the agency is likely to acquire over a period of time a mishmash of a classification scheme. Thus was the situation at the Altadena Library District.

Conclusions and recommendations. Chapter 5 consists of a critical summary of the Altadena Library District job classification plan, a critique of the thesis, and some general recommendations to libraries and the library profession for affirmative action.

Review of Literature

Although there is a substantial body of literature on tests and measurements relative to job analysis and performance, it is considered only tangential to the project under hand. To be sure, some of the principles, methods, and techniques of job analysis and position-classification are supported by or have been derived from empirical studies, but this paper is more concerned with their practical application. It should be emphasized that most of the principles, methods, and techniques have been developed or confirmed by actual practice. There are several basic manuals on the subject of job analysis commonly used by practitioners that were particularly helpful in developing the discussion of job analysis. Most are "how-to-do-it" books and therefore are somewhat perfunctory in their approach so they do not invite a great deal of critical commentary.

Probably the most comprehensive book on the subject of job analysis is the U.S. Department of Labor's recent publication, Handbook for Analyzing Jobs (1972). It explains the procedures used in most government service in analyzing jobs. The worker is studied systematically in terms of what the worker does in relation to data, people, and things; the methodologies and techniques employed; the machines, tools, equipment, and work aids used; the materials, products, subject matter or services which result; and the traits required of the worker.

Analyzing Jobs embraces the concept of Functional Job Analysis developed by Sidney A. Fine. Functional Job Analysis provides a hierarchical scale of terms which serves to assess the difficulty of the tasks performed by the worker in relation to data, people, and things. All work it is believed in some manner deals with these three items; that is, to some extent with information or ideas (data), with clients or co-workers (people), and with machines or equipment (things).

Functional Job Analysis is explained in greater detail in Fine's Introduction to Functional Job Analysis; a Scaling of Selected Tasks from the Social Welfare Field (1971). It contains detailed explanations graded by difficulty level for each of the three functions. Moreover, it has similarly constructed scales for worker instructions; and under the heading of general educational development, scales for reasoning, language, and mathematics. By using the several scales, the relative difficulty of a job's work can be comprehensively and fairly easily determined in order to establish the job's requirements.

Wretha W. Wiley views affirmative action through a systems approach, which embodies Functional Job Analysis, in her and Sidney Fine's A Systems Approach to New Careers (1969). Although the system is simply explained, the doing would be a laborious, time-consuming job. She suggests that the organization be viewed more or less anew by first stating the overall goal, then setting specific agency objectives leading to that goal, followed by establishing various organizational subsystems or functions each of which will in some way contribute to one or more of the objectives. The subsystems are then broken down into the various tasks necessary to make them work. The tasks are reorganized into jobs - jobs which are validly related to the requirements. The final of the six steps is to develop a career lattice wherein industrious workers will have a reasonable assurance of advancement within the organization.

The reorganizing or restructuring of jobs is described in greater detail in another U. S. Department of Labor publication, A Handbook for Job Restructuring (1970). Here again, it incorporates in its presentation Functional Job Analysis methods and techniques, whereby tasks are measured and then restructured into new jobs. From there a career ladder can be developed based on interrelationships among the jobs.

Probably the easiest guide of the manuals on job analysis is Job Analysis, Developing & Documenting; a Guide for State and Local Governments (1973), authored by the U. S. Civil Service Commission. It presents, in effect, a distillation of the methods and techniques found in both the Handbook for Analyzing Jobs and the Handbook for Job Restructuring. It is especially lucid in explaining the techniques for gathering job data and recording it.

In 1971, O. Glenn Stahl claimed that Joseph Tiffin and Ernest J. McCormick's book on Industrial Psychology (1965) is "The only general text on industrial personnel administration that stresses both behavioral science and job analysis as techniques for understanding and applying modern psychological knowledge." [5] Of particular interest to the project was the authors' discussion of the several uses of job analysis and more especially the two methods - statistical and judgemental-of determining the job specification for a class reported on in Chapter 2 of this project.

The discussions of the methods of job analysis, uses of job descriptions, and the writing of descriptions themselves in Job Descriptions; How to Write and Use Them, by Conrad Berenson and Henry O. Ruhnke are particularly lucid. Moreover, it affirmed the Altadena Library District's general approach to format on the basis of my stated intent that a wordy description is believed to be more of a hindrance than help.[6]

The work principally used for the position-classification parts of this paper is Ismar Baruch's Position-classification in the Public Service (1941). It is considered by most classifiers and personnel authorities as the standard work in the field even though first published in 1941.

Although not primarily related to this project, Position Classification; a

Behavioral Analysis for the Public Service (1973), by Jay M. Shafritz, urges a review of classification principles and practices, as are presented in such impassive works as Baruch's, in order that they might be revised so as to be more responsive to employee needs and thereby contribute to organizational goals more affirmatively.[7]

Recruitment and Selection in the Public Service (1968), edited by J.J. Donovan was useful in this project as a primer on various facets of selection, particularly job analysis. The same is said for O. Glenn Stahl's standard text on Public Personnel Administration (1971) for position-classification.

Though not specifically used in the writing of this project, The Law and Personnel Testing (1971), by William C. Byham and Morton Edward Spitzer, was found to be a fine introduction to the overall project. It discusses such topics as the fairness and accuracy of tests, job-relatedness of job requirements, and affirmative action in recruitment and selection .

Alan Gartner, Russell A. Nixon, and Frank Riessman's book, Public Service Employment; an Analysis of Its History, Problems, and Prospects (1973), furnished insight into the meritocracy that has developed in our personnel systems.[8]

The Selection Consulting Center's proposal to determine what constitutes the professional librarian classification and distinguish its several levels by investigating that category in a number of public libraries of various sizes portends to be a worthwhile project.[9] It is anticipated that it will clarify the hazy distinction between paraprofessional and professional work.

Phase II of the Illinois Library Task Analysis Project (1972) attempted to validate the American Library Association's policy statement on Library Education and Manpower (1970), used as the standard for the position-classification of the library-type positions in the Altadena Library District. The results of the validation process are too many to report here. They are, however, discussed in some detail in Chapter 5 under the rubric, Critical Summary of Case Study. The project tried to utilize the systems approach of Wiley and Fine for job restructuring after having analyzed the various jobs in a number of small and medium-size libraries in the state of Illinois as Phase I. It, though, is poorly organized, laden with details, making it difficult to follow. This can probably be explained by the fact that it was issued in a rough-draft format for library administrators' workshops in several states.

Chapter 2

PRINCIPLES, METHODOLOGY, AND TECHNIQUES OF JOB ANALYSIS

As has been stated in Chapter 1, job analysis is fundamental to any sound job classification plan as well as plan for affirmative action. Therefore it is essential that an exposition of the principles, methods, and techniques of job analysis be made in order to serve as both an implicit and explicit reference in analyzing the position classification study of the Altadena Library District in terms of this project's thesis. As has been suggested earlier, a more specific object for the theoretical presentation of job analysis is to relate its importance to affirmative action via removing artificial barriers to selection to and advancement within a library organization. The theoretical goal, then, would be for the library to develop a new job-related, defensible, and non-discriminatory selection system which comports with Federal regulations, promotes the merit system, and fits into the administrative framework of the agency. Hence, the following discourse also may serve as an overview for applying job analysis to affirmative action.

Definition and Uses

What is job analysis and what are its uses? In answer to the first part of the question, "Job analysis is the systematic process of collecting and making certain judgements about all of the important information relating to the nature of a specific job."[10] More specifically, it is a systematic study to discover knowledge, skills, and behaviors which are required on the job. It may involve the following.

1. What the worker does in relation to data, people, and things (Worker Functions)
2. The methodologies and techniques employed (Work Fields)
3. The machines, tools, equipment, and work aids used (MTEWA)
4. The materials, products, subject matter, or services which result (MPSMS)
5. The traits required of the worker (Worker Traits)[11]

To use the job analysis data effectively, it behooves, of course, the analyst to, as Harold C. Bennett says, relate in some way the triad: human traits, critical tasks, and predictors (tests or measures).[12]

Job analysis has many uses. It provides for many personnel management functions and decisions such as: job classification, recruitment, selection and validation of selection instruments, placement, training and personnel development, advancement, performance evaluation, and compensation. In addition, job analysis information may be used for work design (work methods, job design, and job restructuring), administrative control (organizational and manpower planning), curricula planning and vocational counseling, and plant safety. This paper, however, shall be primarily concerned with job analysis' application to selection, advancement, and job restructuring as elements in affirmative action.

The importance of the relation of job analysis to selection is underscored by Norman R. Sharpless, Jr.'s belief that the starting point in developing selection procedures and devices is job analysis. Usually a class specification or job description does not furnish all of the data a selection specialist needs; frequently it is out of date and therefore fails to reflect current job requirements or conditions. He must not only have valid information as to what are the major and minor duties performed in a position and the knowledge, skills, and abilities required, but he also needs to know something about the desirable traits and relative importance of each. In order to develop criterion measures of job proficiency, it is essential that the test designer possess a knowledge of job functions and characteristics of productive workers. This may be acquired through the process of job analysis. Having this information, he then will be able to develop predictors of success.[13]

Job analysis then identifies and describes in detail the specific tasks which make up the job, the nature and complexity of those tasks, and the skills, abilities, knowledges, and aptitudes required for successful performance of those tasks. It describes special features of the job, including such things as its static or dynamic qualities and the effect the employee may have on the job. Job analysis will identify whether the job is subject to peak work periods, changes through the seasons, and whether the tasks are continuously the same or continuously changing in terms of content, importance, and frequency.

Furthermore, job analysis will identify the environment of the job, the content of the job within the organization, and the effect the job has on organizational goals. It also will identify the working conditions and physical surroundings of the job.

Legal Background

The following discussion of the law shall put the role that job analysis performs in an affirmative action program in legal perspective. The Federal mandate expressed in the EEOC *Guidelines on Employee Selection Procedures* (Section 1607.1(a)) reads under the statement of purpose: "The guidelines in this part are based on the belief that properly validated and standardized employee selection procedures can significantly contribute to the implementation of non-discriminatory personnel policies as required by title VII." It goes on to say in Section 1607.4(c): "Evidence of a test's validity should consist of empirical data demonstrating that the test is predictive or significantly correlated with *important* [italics mine] elements of work behavior which comprise or are relevant to the job or jobs for which candidates are being evaluated." The FEPC's interpretation (Section 10) declares that "The concept covers actual job performance as well as any other factor that is important to an employee's work behavior. These important elements are defined as factors which make a significant contribution to overall work activity."

The performance of job analysis to this process is pointed out in the following sections of the EEOC *Guidelines* (Section 1607.5(b)(3)) and the ensuing interpretations by the FEPC (Section 16): "The work behaviors or other criteria of employee adequacy which the test is intended to predict or identify must be fully described . . . . Whatever criteria are used they must represent major or critical work behaviors as revealed by careful *job analysis*." (Italics mine.) Focus should be "not only on what the job entails, but on employee traits and abilities that contribute substantially to successful job performance." Additionally, the EEOC *Guidelines* (Section 1607.5(a)) states that "evidence for content or construct validity should be accompanied by sufficient information from *job analyses* [italics mine] to demonstrate the relevance of the content (in the case of job knowledge or proficiency tests) or the construct (in the case of trait measures)."

The FEPC (Section 13) says in its interpretation:

> . . . A test is . . . construct valid if it can be shown by a consistent pattern of research findings to be an accurate measure of the construct. However, even if a test can be shown to be construct valid in this way, the employer must then show the evidence that the construct is related to actual job performance. This evidence should be accompanied by the results from a thorough *job analysis* or empirical research . . . . It is also possible to develop constructs as generalizations of job performance variables. Once again, it is necessary to demonstrate a clear pattern of research evidence. In this situation, it then becomes necessary to provide evidence of a relationship between the tests or test constructs and the job performance constructs. This evidence should be accompanied by sufficient information from *job analyses* to demonstrate relevance of the construct.
>
> Content validation is appropriate whenever the test is a sample of important job skills, knowledge or behavior. It is demonstrated by showing how well the content of the test samples important job behavior, subject matter, or skills about which the conclusions are to be drawn. Content validity is not determined by a mere inspection of the test but by a thorough *analysis of the job* to insure that one or more major aspects of the job are adequately covered by the test. [Italics mine.]

The foregoing general discussion of job analysis' application as a technique for developing selection procedures and tools thus lays a basis for describing it more particularly.

Methodology of Job Analysis

Methods or techniques of collecting data may be conducted in many ways. Generally, the method(s) selected will depend on a variety of factors, including such things as the nature of the job, its complexity and scope, the educational level of incumbents and time and money available. The method selected will, of course, depend on an agency's particular situation, and it is quite probable that the design used will incorporate a combination of methods. Listed below are some of the more common approaches to acquiring job information.

1. Literature Review. This mode would probably be the starting point of any job analysis. It involves a review of past studies of jobs similar to the one presently being analyzed. It provides a framework for conducting the present study.

2. Questionnaire. With this method the job incumbent is asked to furnish data about himself and his job. It should be mentioned that it is a time-consuming and laborious process to analyze data obtained in this manner.

3. Check List. From a list of possible task statements the worker checks the tasks he performs. This method, however, requires extensive work in collecting appropriate task statements.

4. Individual Interview. This method is costly and time consuming, but a very complete picture of the job can be gathered.

5. Observation Interview. The interview in this case is conducted with the worker on the job. It usually produces a complete description of the job. Like the individual interview method, it takes time and money.

6. Group Interview. With this method a number of job incumbents are interviewed simultaneously.

7. Technical Conference. This method uses a knowledgeable supervisor rather than the job incumbent as a source of information. The problem with this method is that the supervisor may not know as much about the job as the incumbent because he does not actually perform the task himself. Thus, his judgements are only estimates dependent upon the supervisor's background and experience.

8. Participant Log or Diary. Here the job incumbent is required to record his daily activities using some type of log book or diary. He may stop and record the amount of time spent on each task as he completes it, and if a particular task

is repeated several different times during the day, he sums each up at the day's end. An alternative procedure to this would be to estimate the percentage of the day's time spent on a particular task. The method, of course is time-consuming and costly, but it possesses a systematic thoroughness.

The combination of the observation and interview methods is probably the most desirable since it calls for first-hand observation on the part of the analyst, permits the analyst to evaluate the interview data and cull out the essential facts from the nonessential by way of the observation, allows the worker to demonstrate the various functions of the job instead of describing the job orally or in writing, and finally will save time by reducing that spent on interviewing.[14] One source, however, recommends for most jobs in state and local governments a combination of individual and supervisory interviews as the most appropriate technique. He suggests, though, the supervisory interview alone may suffice if jobs are not too complex and the supervisor can express a thorough understanding of the job.[15]

Many jobs in professional and technical areas particularly do not lend themselves well to these methods because they do not adhere to a set sequence of tests and consequently cannot be viewed as an entire unit. This is especially true of those filled by professional librarians and some paraprofessionals engaged in library work. Here a heavy reliance is placed upon cognitive abilities on the job incumbent. The same, of course, holds for supervisors and administrators whose jobs require problem-solving skills. In these cases, an agency's formal job description or class specification augmented by discussion with administrative or supervisory personnel, or job descriptions, specifications, hiring requirements, and related data from professional associations, societies, and other similar organizations may prove helpful.[16]

It should be emphasized that in analyzing the data gathered, the analyst should pay particular attention to the critical and important tasks of a job. When transferring these to a written job description or class specification, a broad approach of listing as few task statements as possible will be more useful for most purposes.[17]

Job Restructuring

Restructuring of jobs is an important part of any affirmative action program involving job analysis. As defined by the U. S. Department of Labor: "Job restructuring is a special application of job analysis that involves the identification of jobs within the context of the system of which they are a part and the analysis and rearrangement of their tasks to achieve a desired purpose." It should be understood that a job does not stand alone but is related to a number of other jobs within a system. It is most important that the interdependencies and relationships among jobs within a system not be ignored. Job restructuring, then, is more than changing one job; it is rather a rearranging the contents of jobs within a system.[18]

As has been suggested, job analysis is the basic technique employed in job restructuring. The jobs within the system are identified and their respective tasks analyzed. This is then followed by an evaluation of the characteristics and relationships of these tasks. The methodology

> . . . involves the detailed analysis of each job in terms of: (1) The specific tasks performed by the worker; (2) the functioning of the worker in relation to data, people, and things; (3) the minimum general educational development required for satisfactory job performance; and (5) other significant worker traits requirements, such as physical demands, temperaments, and interests.[19]

Job restructuring obviously is an instrument for better utilization of manpower. Benefits which immediately accrue from job restructuring are two-fold. It creates lower-level jobs that can be filled by inexperienced personnel or those workers who now lack the ability to perform higher-level tasks. At the same time, it frees experienced persons to spend more time performing higher-level tasks. As a consequence, new employment opportunities for the disadvantaged may be created.[20] Moreover, it may make a significant impact on the personnel budget by permitting lower-paid personnel to assume the middle-level duties which had heretofore been performed by higher-paid staff. This, of course, has very definite implications for library work. Here, the creation of paraprofessional jobs may make a significant impact on the quality of public library service by freeing the professional librarians to perform higher-qualitative work much of which is now forsaken because of time restrictions. This is to say nothing of the fact that the objectives and goals of the organization shall be better served as a result.

The concept of better utilization of manpower resources is inherently linked to the development of manpower potential. That potential is well served through job restructuring techniques. Meaningful promotional opportunities may thereby be devised as well as the creation of entry-level positions. This is best demonstrated when applying the methods of job restructuring to the design of career lattices. (For an example of a career lattice, see Appendix H, p. 4.) A career lattice facilitates the mobility of workers between jobs by showing the interrelationship among jobs. Moreover, a career lattice provides for three-directional mobility: horizontal mobility to jobs at the same relative level of complexity but in a different area of work, vertical mobility to more complex jobs in the same area of work, and diagonal mobility to more complex jobs in a different but related area of work.[21]

Systems Approach to Job Design Utilizing Functional Job Analysis

Few jobs in an organization are totally self-contained. They are generally interrelated with other jobs. Jobs are, in turn, related to a larger work process - operations or activities - which are a part of a larger system. Important to a study of these relationships is the overall purpose of the organization, hierarchical relationships, promotional possibilities, work flow, and plant layout.[22]

Job restructuring - a means of designing jobs utilizing task analysis - lends itself to a "systems approach" by the use of what is termed "Functional Job Analysis." Wretha W. Wiley defines these two tools for the job design and career development as follows:

> 1. The systems approach . . . is basically a way of organizing the best available knowledge and experience to achieve an agency's purpose with maximum effectiveness.
> 2. Functional Job Analysis . . . provides an explicit terminology for getting at and understanding what workers do to accomplish the objectives of an agency.[23]

The systems approach is depicted in Figure 1. First, the overall objective or purpose of the agency is established. Then specific goals or objectives are set, followed thirdly by identifying the agency's functions or subsystems to achieve those goals. In a library organization, this might include acquisition of library materials, cataloging, reference service, etc. Once these are fixed, the next step in the sequence is listing all of the tasks necessary to carry out the respective functions. Of course, many tasks, like typing, may be common to several functions.

Wiley gives six steps in the development of a career advancement plan of affirmative action using the systems approach, which is graphically illustrated in Figure 2:[24]

Step 1. State the Overall Purpose (Long-Term Goal) of the Agency. What

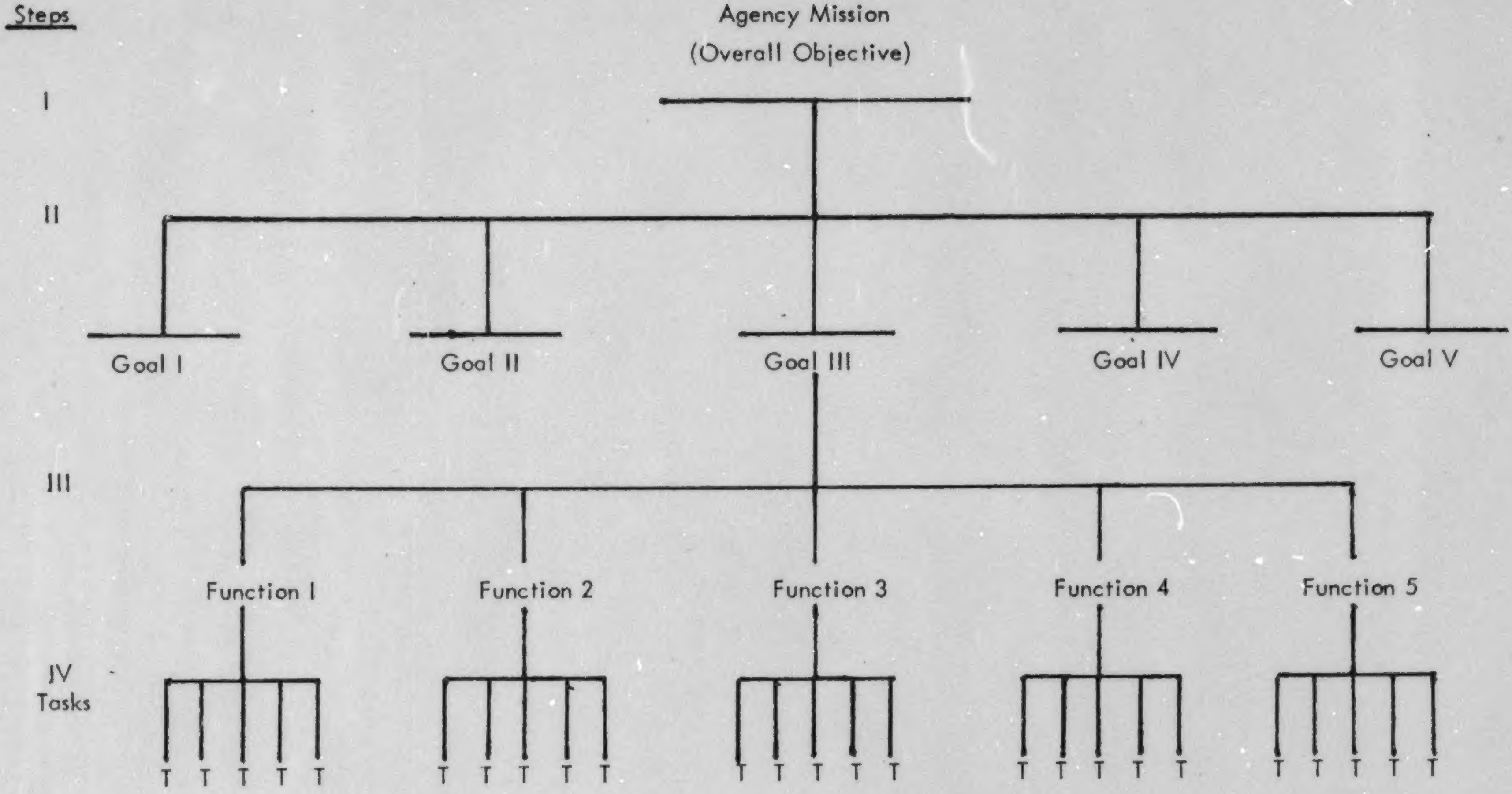
Steps
Agency Mission
(Overall Objective)
I
II
Goal I
Goal II
Goal III
Goal IV
Goal V
III
Function I
Function 2
Function 3
Function 4
Function 5
IV
Tasks
T T T T T
T T T T T
T T T T T
T T T T T
T T T T T

Figure 1

Systems Approach to Job Design

Figure 2

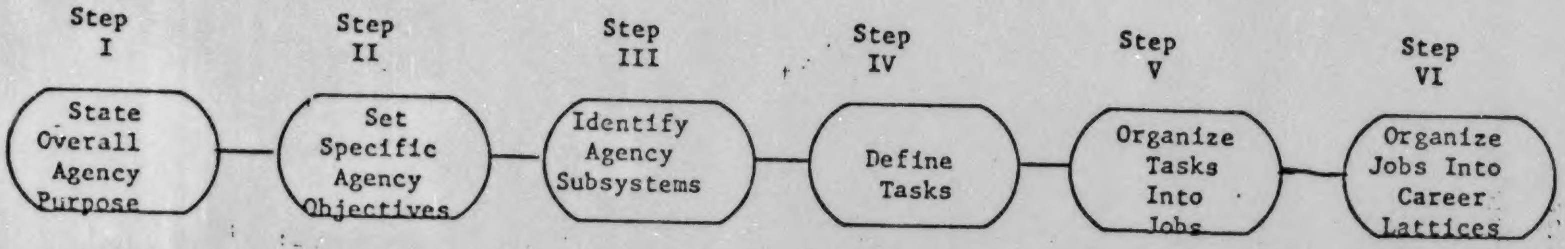
Step I
State Overall Agency Purpose
Step II
Set Specific Agency Objectives
Step III
Identify Agency Subsystems
Step IV
Define Tasks
Step V
Organize Tasks Into Jobs
Step VI
Organize Jobs Into Career Lattices

Fig. 2 —Steps in a Systems Approach to Job Design and Manpower Utilization (Adapted from Wiley & Fine, 1969.)

does the agency wish to accomplish, particularly within context of the needs of the community? The idea of the systems approach, then, is to work from the statement of overall purpose, step by step, to determine what must be done to achieve it. Objectives, in the next step, are needed to guide the system toward its long-term goal.

Step 2. Set Specific Objectives for the Agency. Objectives are a restatement of a purpose or goal in relation to the realities of a specific local situation, taking into consideration the constraints of time, money, manpower, geography, and consumer response. Having a statement of specific objectives will, then facilitate a determination of what must be done to attain them. The next step, major areas of work must be identified in order to meet the objectives.

Step 3. Identify Subsystems. A subsystem is a general grouping of procedures or technologies required to implement a specific objective. Following this, the specific tasks, which need to be performed to accomplish the objective of each subsystem are identified.

Step 4. Define Tasks. Each task should be stated so as to reveal precisely and concretely:

> 1. What gets done (that is, the procedures, methods, and processes with which the worker is engaged as he performs a task).
> 2. What the worker does (that is, the physical, mental, and interpersonal involvement of the worker, as he carries out procedures and processes).

What the worker does is determined by a hierarchical scale of functional levels known as the "Scales of Worker Functions." In using the scales, summarized in Figures 3 and 4, care should be taken to differentiate between what gets done and what the workers do. What workers do has to do with their behavior in relation to

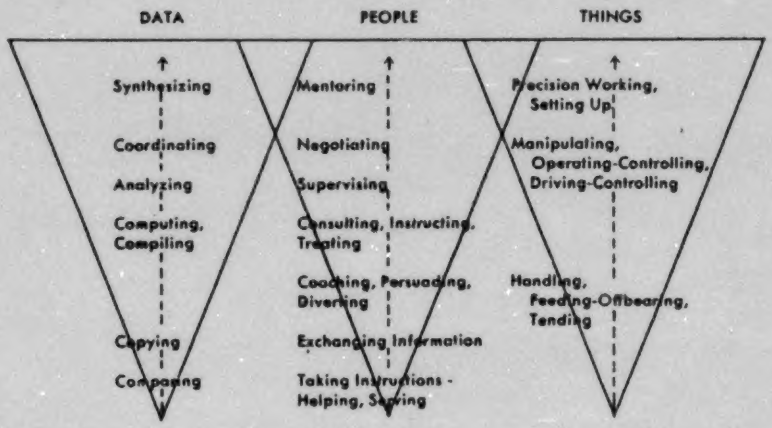
DATA
PEOPLE
THINGS
Synthesizing
Coordinating
Analyzing
Computing,
Compiling
Copying
Comparing
Mentoring
Negotiating
Supervising
Consulting, Instructing,
Treating
Coaching, Persuading,
Diverting
Exchanging Information
Taking Instructions -
Helping, Serving
Precision Working,
Setting Up
Manipulating,
Operating-Controlling,
Driving-Controlling
Handling,
Feeding-Offbearing,
Tending

Figure 3

Scales of Worker Functions Summary Chart

Note:

Each successive function reading down usually or typically involves all those that follow it.

The functions separated by a comma are separate functions on the same level separately defined. They are on the same level because empirical evidence does not make a hierarchical distinction clear.

The hyphenated functions Taking Instructions-Helping, Operating-Controlling, and Driving-Controlling are single functions.

Setting Up, Operating-Controlling, Driving-Controlling, Feeding-Offbearing, and Tending are special cases involving machines and equipment of Precision Working, Manipulating, and Handling, respectively, and hence are indented under them.

Source:

Wretha W. Wiley, "Six Steps to New Careers" in her and Sidney A. Fine, A Systems Approach to New Careers; Two Papers (Kalamazoo, Mich.: W. E. Upjohn Institute for Employment Research, 1969), p. 14.

By arranging the functions according to a threefold breakdown of complexity, as shown in Figure 4, it is possible to describe a task as "simple, low-level" or "complex, high-level."

Figure 4

Level of Complexity of Worker Functions

LEVEL OF COMPLEXITY	DATA	PEOPLE	THINGS
High	Synthesizing Coordinating	Mentoring Negotiating	Precision Working, Setting Up
Medium	Analyzing Computing, Compiling	Supervising Consulting, Instructing, Treating Coaching, Persuading, Diverting	Manipulating, Operating-Controlling, Driving-Controlling
Low	Copying Comparing	Exchanging Information Taking Instructions - Helping, Serving	Handling, Feeding-Offbearing, Tending

Note:

The note under Figure 3 is applicable to this figure also.

* * * * *

Source:

Wretha W. Wiley, "Six Steps to New Careers" in her and Sidney A. Fine, *A Systems Approach to New Careers; Two Papers* (Kalamazoo, Mich.: W. E. Upjohn Institute for Employment Research, 1969), p. 15.

data, people and things. That is, to some extent, all jobs are believed to involve the worker with data, people, and things. For each task, this step includes specifying the training required, general educational development, performance standards, and worker instructions. The completion of this step gives the basic information for beginning to organize jobs.

Step 5. Organize Tasks into Jobs. Similar functional levels, skill requirements, and performance standards will be present in many tasks in different subsystems. The options for organizing these tasks into jobs will be many, depending upon the objectives of the agency, its size, program priorities, and available manpower.

Step 6. Organize Jobs Into Career Ladders/Lattices.

> . . . The worker functions or levels by which tasks are organized into jobs in Step 5 provide the framework for defining a career ladder or lattice. The jobs will fall, according to the Worker Functions Scale, into a hierarchy - or ladder - which runs from jobs at the lowest (simplest) level of functioning, through intermediate levels, to the highest (most complex) level of functioning. The organization of jobs may also result in parallel ladders or lattices with some overlap of tasks and/or requirements between jobs more or less on the same level in each ladder. A latticelike staffing pattern makes greater mobility possible for the individual (more job options) and provides greater flexibility for managers in getting work done.

As is seen from the preceding discussion, Functional Job Analysis is a means by which an organization can design paraprofessional jobs and avenues to higher-level jobs. To summarize in her own words, Wiley states:

> . . . Once an agency begins to see its jobs in terms of worker functions, it can structure and reorganize tasks into new jobs at low or intermediate levels. It can begin to see various options for using workers with different levels of training and education to accomplish its objectives. And it can begin to see jobs as a ladder or lattice which runs from the lowest level of skill to the highest and to understand what training, education, and experience workers need to be promoted from one level to the next.[25]

Although Wiley presents a systems view that coherently relates, through a series of steps, the basic tasks necessary to accomplish an organization's mission, what ostensibly is overlooked is that few public agencies have man-hours and funds to undertake such a thorough and elaborately detailed, analytical process. Certainly from a theoretical viewpoint, however, it would appear to not only serve the objectives of affirmative action through job restructuring and the development of a career lattice but, in turn, the goals of the organization. Within a democracy those goals in public service are presumed to be in the public interest. From a cost-benefit standpoint, though, the systems approach may be difficult to justify.

Job Qualifications

Setting worker qualifications for jobs is frequently cited by personnel specialists as a problem. How are the education and experienced required to perform the tasks that make up a job determined? Commonly, the means for establishing requirements, which then become qualifications, has been on the basis of custom, availability or competition in the labor market, years of school or a college degree. It is expected that an applicant who has completed the specified schooling will thereby be able to meet the job requirements. It is now fairly well ackowledged that a worker's years in school frequently have little or nothing to do with whether he can perform certain tasks. It is well known, too, that arbitrary diploma or degree qualifications have screened out capable motivated applicants from disadvantaged groups.[26] A needlessly high standard, such as requiring an applicant to have a high school diploma to qualify as a library clerk, may be unfair to all non-high school graduates and particularly unfair to the disadvantaged, who generally have less education.

The question, then, becomes: What is substituted for previous experience, years of schooling, and diplomas as qualifications? Though the question posited is significant, it is not the purpose of this project to go into the theory and mechanics of how qualifications are determined nor how tests are constructed. (However, one method briefly discussed is the Worker Function Scales (Data, People, Things); others are Scale of Worker Instructions and Scales of General Educational Development (Reasoning Development, Language Development, and Mathematical Development), all developed by Sidney A. Fine.[27] Notwithstanding, this paper shall (and has) attempt(ed) to point out some of the principles and techniques in determining qualifications for jobs.

It is expected that the ensuing discussion will elucidate many of the principles used in determining job qualifications. Ordinarily, the difficulty of an individual task is regarded to be reflected in the degree of skill necessary to perform it. According to Ismar Baruch, it may, more or less, be measured by one or more of the following factors:

> 1. Length of experience necessary to attain reasonable efficiency.
> 2. Length of schooling, formal or other training necessary to profit by experience or to directly acquire a specific skill.
> 3. Relative scarcity of basic traits and aptitudes necessary for acquiring a particular skill. That is, a task that calls for traits possessed in a sufficient degree by the majority of persons to acquire skill readily would be considered less difficult than a task which requires traits possessed by a relatively small percentage of the population.
> 4. Possibilities of errors and seriousness of consequences of errors.[28]

After the difficulty of each task is so determined, then they may be collected into the duties of a particular position to ascertain their complexity; that is, the breadth of the field covered by the separate tasks.

While developing the job requirements, sometimes called worker requirements, it should be kept in mind that it is the minimum qualifications rather than maximum or desirable qualifications which are to be determined. It is the minimum qualifications that are essential to the class specification. Minimum qualifications may be broken down to the following elements: what the employee must know, skills needed, formal education required, what previous experience is necessary, and what personal attributes are important.[29]

Sometimes job qualifications or job specifications, however, are set at various levels above the minimum qualifications to take advantage of a surplus market of unusually qualified candidates without the necessity of considering all applicants who could do the work. In addition, qualifications higher than the minimum may be used to select those candidates who would, at least in some measure, also qualify for promotion to higher positions within the agency. In such cases, though, qualifications above the minimum would more appropriately be listed as "desirable qualifications" in a job specification.[30] It should be noted, parenthetically, that in a good affirmative action program the classification plan will be structured so as to permit such employees to advance within the organization by way of on-the-job training and experience. Otherwise the setting of higher qualifications would be incompatible with affirmative action.

Ismar Baruch questions whether a precise amount of experience should be established for every class, even though the experience statement is to be a prerequisite. It is used by personnel selection officers for evaluating employment records of candidates as well as serve as a discouragement to prospective applicants who do not meet the minimum experience requirement. Its use is also influenced by the fact that it is easier to measure quantity than quality. Critics declare this "mechanistic" instead of qualitative. They note that the actual time for acquiring knowledges, abilities, and skills under the same condition varies with each individual.[31] Further, I might point out that in effect such length-of-experience qualifications could act as an artificial barrier to youth in our society. The resolution, however, of these two conflictive views (quantity v. quality) may be in the development of reliable and valid tests. Additionally, a compromise of sorts may be made by using prefatory terms like "some," "reasonable," "considerable," or "extensive" experience, defining these terms for administrative purposes.[32]

Whatever job requirements are established, they of course should be valid. Any such requirement should, to some degree, distinguish between and among persons in terms of their potentialities to perform the work in question as reflected by an appropriate criterion or practical outcome.[33] That criterion may be derived from evaluations of those who have demonstrated successful performance of the work activity.

Specifications for a given job might be set by using either a judgemental or statistical method. Joseph Tiffin and Ernest J. McCormick believe, however, that whenever feasible an attempt should be made to develop relatively objective specifications that have been verified by statistical analysis. At the same time, they entertain the use of either or a combination of the two methods as possibilities.[34]

In order to determine job specifications by statistical analysis, Tiffin and McCormick say, two types of data are necessary for a sample of the individual on the job in question. The first is the personal characteristics of the job incumbent that may be related to his ability to do the job. Incidentally, such data are referred to by statisticians as "independent variables" or "predictors" in psychological research. The second type of data required is criterion information as was suggested above. This is known as the "dependent variable." Statistical analysis, then, identifies the personal characteristics (predictors) that are significantly related to the performance of workers (the criterion measures.)[35]

The second method, job specifications determined on the basis of judgement, is dependent upon the person making the judgement. In effect, it is an inference based on personal knowledge of the job activities and about the human activities that would be required for successful performance. Tiffin and McCormick point out that these judgements may be made, in some situations, on a very superficial, almost spur-of-moment, basis. In other cases, they may be arrived at systematically using considered judgement. Obviously, the validness of such judgements can vary from situation to situation, dependent not only upon the individual making the judgement, but also the method used in the judgemental process and the specific type of characteristics in question.[36]

In support of the judgemental method of establishing task requirements, Fine states:

> . . . Unfortunately, tests are unfair to many groups in our society because of the nature of their standardization. Furthermore, they often are not relevant to the work at hand. Hence, particularly for qualifying persons for entry-level jobs, we urge selection officers to place more emphasis on experience, interview behavior, and explicit performance evaluation - that is, a tryout on sample tasks in the jobs being recruited for.[37]

To conclude, Baruch admonishes that:

> . . . it should be recognized that qualification standards [in public service] are generally inferences or deduction or empirical opinion. They do not stand upon the same footing as other facts about duties and responsibilities. Consequently, they should never be employed as the sole guide in classifying positions.[38]

Though said in 1941, it serves also as a word of caution to view job qualifications with a critical eye to their validity.

Summary

One of the most promising of the personnel system innovations to come out of the call for affirmative action has been the technique of job restructuring. Based upon a careful study of the actual tasks, ascertained through the methods of job analysis, and functions necessary for a given job, restructuring involves the establishment of new or revised classifications with accompanying changes in minimum qualifications and training requirements. The technique is useful for the purposes of equal employment opportunity because it recognizes the existence of many tasks and functions which do not always require the high level of formal qualifications which had been specified for the job. The elimination of artificial and unnecessary job requirements and functions, lower turnover, improved productivity, and the provision of more rational promotional patterns are benefits of job restructuring which may be viewed as overall steps to a more efficient use of existing manpower resources and, consequently, to more effective public service.

Chapter 3

PRINCIPLES AND TECHNIQUES OF POSITION-CLASSIFICATION

Definition, Purposes, and Uses

A general discussion of the purposes and attributes of position-classification will be helpful in understanding the case study in Chapter 4. "Position-classification is the organizing of all jobs in an enterprise into groups or classes on the basis of their duties, responsibilities, and qualification requirements."[39] This involves analyzing and evaluating the work performed or to be performed, describing it, grouping the positions into classes upon the basis of their similarities, writing specifications for each that will indicate the character and define the boundaries of the class and serve as a guide for the allocation of future positions to the class. In differentiating the classes so as to distinguish each class from every other, it is important to do it not only in terms of general character, but also in terms of difficulty and responsibility of work qualifications.[40]

It should be pointed out here that in determining the degree of administrative or supervisory responsibility in a position, precaution should be taken not to fall into the trap of what Baruch terms the "fallacy of mechanical organizational parallelism;" that is, to infer from an organizational structure (or chart) that two positions are on the same classification level because they fall on the same organizational level. This presumes that the classification level of a position can be based on organizational rank alone. They are not always comparable; one's duties may have greater variety and be more difficult, or have heavier responsibilities than the other. Several department heads may all be on parity with respect to line of authority but may have vast differences among them in regard to weight of responsibility or variety of work.[41]

There are many uses for a job classification plan. It may serve as a base for an equitable and coherent pay plan, assist in the preparation of the personnel budget, determine the lines of promotion and clarify transfer transactions, aid in developing training programs and job performance evaluation plans, serve as a basis for recruiting, selection, and testing, and assist in organizational planning.[42] Some of the more specific uses of job descriptions or class specifications are listed below:

1. To establish a rational basis for salary structure.
2. To clarify relationships between jobs.
3. To critically review existing practices of the organization.
4. To assist in hiring and placing employees in jobs for which they are best suited.
5. To introduce new employees to their job and help older personnel acquire a greater understanding of theirs.
6. To set lines of promotion. Each job description should tell to whom the job holder reports and who reports to the holder. Thus, the descriptions, taken together, clearly set forth the structure of the organization.
7. To serve as a basis for manpower planning. As the jobs change and the descriptions are revised, staff may become aware of trends which may signal a future need for additional personnel.
8. To assist in developing new career ladders or lattices.

9. To forecast training needs for a particular function. A comparison of the skills required by the organization as shown by the job description and the skills resident in the organization will indicate what training is needed.
10. To improve work flow.
11. To indicate the formal channels of communication.
12. To help revise the organizational structure.
13. To assist in evaluating job performance.

Of the several uses listed, determining lines of promotion and transfer and selection and testing are signaled as relating to this project.

Content and Writing of the Class Specification

A class specification itself is a word picture or description of a class. What are the elements in its makeup? Normally it includes the class title; a description of the scope of duties and responsibilities, sometimes called the "definition," examples of duties or typical tasks, and a statement of qualifications required to perform the work of the class. The latter generally includes such things as knowledges, abilities, skills, experience, and education.[43] Frequently, the specification will have a separate paragraph for"distinguishing characteristics" if not included elsewhere in the description. This statement will include information that clearly shows the relationship and responsibility to the class immediately above and below.

Especial care should be taken in the writing of the position description. Sidney A. Fine is critical of the language found in most descriptions. He says most have been casually and loosely written, to serve a variety of purposes, particularly as a device for justifying a desired status and/or pay level among other individual and personal reasons.[44] I would beg to quarrel, however, with Fine's opinion. Fine's position is taken from that of a job analyst and apparently not from the position of the public administrator who must see all of the multifarious uses, already listed, in his almost day-to-day activities when involved with personnel. Anyone with experience as an administrator can hardly overlook the importance of status and pay in personnel relations either. I believe the more broadly a class specification is written, at the same time distinguishing the class from every other class in classification plan, the more useful it becomes. Moreover, an administrator should not be hampered by written rules and procedures. If he is to execute his responsibilities in an optimal way, he must be free to act according to the facts of a given situation. Here, the often-heard admonition should be reiterated. Mechanics and techniques are important only insofar as they serve the goals of the organization. They should not be permitted to triumph over purpose.

No one type of description, however, serves all personnel purposes to the same extent. The precise use to which the class specification is to be put should determine the degree of generality or specificity it contains. This view is comprehensively stated by J. O. Hopwood as follows:

> Job specifications, in giving a clear picture of the duties and other requirements of each position or job, are necessary not only in making job evaluations for salary and wage ratings but also in interviewing applicants for employment and in developing tests and training programs. For salary and wage rating, our chief concern is the place of the job as a whole in relation to the other jobs in the system of the whole. The emphasis for this purpose is not on the details of the job but upon the pattern of the entire activity which the job represents in relation to other job activities with which it is integrated in the organization as a whole . . . . For testing and training purposes, however, we are chiefly concerned with particular skills and other details of the job, regardless of its relations with other jobs in the organization. In the former instance, we are concerned with the jobs as combined with other jobs, but in the latter we are concerned with the isolated job.

> Job specifications, therefore, are composed differently for these different purposes. In. . . evaluations for salary and wage ratings, we are interested in the general descriptive form of job specification in order to obtain an over-all picture of the job for identification and comparison with other jobs in the system of the whole. Other forms of job specifications emphasize details of isolated jobs for the consideration of particular details in developing tests, examining individuals, and developing training programs. . . . In the descriptive form of job specification, we must, of course, consider details of the job, but from the point of view of the general scope of comprehensiveness of the job rather than from the point of view of evaluating particular details of the isolated job.[45]

When it comes to the wording, Conrad Berenson's good advice is that descriptions should be comprehensible and free of jargon and phrases which may have meaning to only a few persons, but at the same time they should not be overly detailed. Otherwise, the reader may be caused to overlook the pertinent factors of the job.[46]

Although ordinarily a separate specification is written for each class, several class specifications, in some cases, may be usefully combined in a single statement. This is known as a group of classes, composed of two or more classes whose characteristics are nearly alike except for a difference in one well-defined aspect of the duties or qualifications. Baruch incidentally, used the specialization of subject matter as an example. In this case, where there is a difference in the nature of specialization which is important to recruitment and selection, he says each class is still distinctive. However, to editorially avoid the repetition of the same language, Baruch says the classes may be consolidated. The same may conveniently be done in large jurisdictions for classes of positions wherein the distinction is administrative or supervisory but may involve the same subject matter, general authority, and/or functions. Here, the difference may be in the size and specific problems or difficulties of the department over which the head has charge.[47]

The grouping of classes into a single statement has definite implications for libra particularly larger ones. Libraries, who have subject collections manned by subject specialists or staff skilled in languages serving as translators or supervisors who also double as working librarians, may want to use this device. One may find sufficient similarity, too, between adult services and children services personnel to group those - clerical through professional - working in these reader services functions in common class descriptions.

While describing "experience" in the qualifications, success, character, and its progressive nature should be emphasized rather than mere length. Some of the factors that might be evidenced by the experience could be specified. Experience actually should reflect the incumbents ability to apply his knowledge and ability successfully. So "after stating the amount and kind of experience to be required," Baruch suggests, "it is frequently desirable . . . to indicate expressly that this experience is expected to have been such as to demonstrate the knowledges, attainments, and abilities previously set forth in the specification."[48] As an example, a specification might call for demonstrated experience in special collections that reflects the knowledge and ability to describe scarce and rare books accordin to the Principles of Bibliographical Description, by Fredson Bowers. Demonstrated experience, in this case, could be in the form of a published bibliography compiled by the candidate. It should be kept in mind, though, that a precise amount of experience without a suggestion of the expected outcomes serves as an artificual barrier to equal employment opportunities as was pointed out in Chapter 2 dealing with job analysis. There it was suggested qualifying adjectives such as "some," "reasonable," "considerable," or "extensive" be used.

More particularly in the writing of the description, the use of such process terms as "assist," "prepare," "handle," "review," and "supervise" are ambiguous if they are not followed by a clear explanation of the processes, tasks, or operations constituting the assistance, preparation, handling, reviewing, or supervising. They properly should be elucidated if they are going to serve reliably as a basis for classification.[49]

From the preceding discussion, one can readily gather that the construction and language of class specifications are important as are the principles. They demand the very deliberate attention of the classifier.

Chapter 4

POSITION-CLASSIFICATION OF THE ALTADENA LIBRARY DISTRICT AS A CASE STUDY

The Altadena Library District, located in the County of Los Angeles, is a special district serving the library needs of over 42,000 residents through two library facilities. It is governed by a five-member, elected Board of Trustees, which acts autonomously in making policy regarding the operations of the District. Important to its responsibilities is the approval of all personnel policies and rules, including the establishment of new positions, and the budget, which in turn determines the tax rate. At the time of the classification study, the staff consisted of 42 persons, full- and part-time, in 17 positions ranging from Page to District Librarian.

Problems

When I took over as chief administrator in 1970, I found the class descriptions inadequate for my purposes. The old class specifications and descriptions of duties are presented in their original formats, as Appendixes F and G respectively, in order to illustrate their difficulties more accurately. In the year prior to my arrival and during the subsequent two or so years, positions within the Altadena Library District took on new duties through the process of job enlargement brought about by the agency's changing service needs in response to its user constituency and particularly useful skills, abilities, and knowledges possessed by job incumbents. This problem was further complicated due to normal staff changeovers. Some positions changed so drastically that they were scarcely recognizable as having evolved from other positions. In some cases, they no longer even carried the same title. Also, new positions were created whose only descriptions were contained in recruitment flyers. Moreover, there were particular problems in rationalizing the assignation of certain positions to the same range on the salary schedule (see Appendix D) when their duties were presumed to be of the same level of difficulty and responsibility yet their qualifications were significantly higher or lower.

In addition, the District's class specifications and descriptions of duties were in separately kept formats, which was inconvenient for the purposes which they were used: recruitment, salary determination, manpower needs, and work guides for new staff not only to their own duties but also to those of others on the staff.

The problems believed by and large common among small independent govermental agencies and public libraries cited in Chapter 1 were also part of the general problem and therefore shall be recited only briefly here. The budget allocations were closely constructed. This meant that if it was determined that a reclassification of a position to a higher grade was in order, it would be difficult. And being a small agency, the District had a relatively small staff. Therefore, it did not find it necessary to employ a professional personnel officer who would be skilled in job analysis and position classification. Furthermore, it was decided that the District would be unwise to spend its limited funds on a classification study performed by a professional consultant. So the task devolved upon the chief administrator who had only limited knowledge of job analysis and position-classification acquired simply through being an employee in the public service for several years. Other more specific problems will be discussed in Chapter 5 under the subdivision, Critical Summary of Case Study.

Methodology and Procedure

Because of limited funds, as was stated earlier, the undertaking of the position-classification became that of the chief administrator, who had the greatest familiarity with the problems concerned and some idea of how to go about resolving them. Consequently, the project had to be shared with his many other duties and responsibilities. Therefore, he could not spend the time needed to do a thorough job analysis of each position. Moreover, the project did not seem to warrant it. It was believed that he had sufficient knowledge about most of the duties of each position. In a few cases where there were some doubts, especially in determining the preponderant level of critical tasks of a position, he asked the incumbent to list the duties and/or tasks (here no distinction between the two was made by the employee) he performed. These few lists were then reviewed by the worker's respective supervisor.

So the methodology used was largely observation, which at that was not performed very deliberately. That is, it was done piecemeal. However, it was done by an administrator who was generally familiar with library work and who had been able to observe it in action in this particular organization over a period of two and one-half years. This mode of general observation was combined with a limited number of diaries reviewed by the supervisors concerned. The latter method was used for Library Technical Assistant II/Technical Services, Circulation Clerk, and Account Clerk. It should be pointed out that in several instances, the original descriptions were written in collaboration with the chief administrator when the positions were being recruited. Therefore, he possessed some familiarity, certainly as the positions were originally conceived.

Given this background, a comparison was made with other classification specifications. Not only were the District's old descriptions reviewed, but those of the Whittier (California) Public Library were studied as to duties, qualifications, and compositional format. It had been determined that Whittier's classifications and descriptions had a fairly high correspondence with the positions at Altadena. Moreover, Whittier's descriptions, developed and written with the assistance of California's division of Cooperative Personnel Services, were in what seemed to be a more agreeable language and format to the anticipated needs of the library administrator than those class specifications reviewed from several other public libraries. His intent was to keep them fairly general to better satisfy their many personnel uses. In addition, the administrator was interested in keeping the descriptions free of too much detail in order to simplify their use.

So the methodology employed at getting at what the staff did in their respective jobs was by and large observation, individual interviews with workers, technical conferences with supervisors, a review of the old job descriptions, and in some cases, an abbreviated use of the participant log technique. It should be emphasized that none of these techniques of acquiring job data were used to the extent of analyzing each job in any great detail. The concern was more for learning or confirming duties of a job than getting at the more specific tasks making up the duties. Also no attempt was made to apply the systems approach and redesign jobs by the use of Functional Job Analysis. The job analyses, then, were on the macro-level wherein duties were considered while particular tasks generally were ignored. These sets of duties were then compared with those in the Whittier Public

Library for guidance in writing Altadena's own class specifications.

In order to classify Altadena's jobs according to the titles recently recommended by the American Library Association, the job descriptions of library-type work, such as they were, and the knowledge of each gained by the previously described methods were compared with the standard, "Categories of Library Personnel" for supportive and professional personnel, adopted by the American Library Association in 1970 (see ALA, Library Education and Manpower, p. 2, Appendix H). An attempt was made to fit the Altadena Library District's "library" jobs into, so far as possible, the respective categories of the ALA standard, including adopting its recommended job titles. Several of the District's jobs obviously were left out of this particular step because they were not of a library type per se and/or ALA had not developed a suitable category for them. They were Library Page, Building Serviceman and Building Repair-Serviceman, Account Clerk, Administrative Secretary, Monitor, Assistant to the District Librarian, and District Librarian.

This chapter has provided the historical background of the case by narrating the particular problems of and methodologies employed in Altadena Library District's position-classification study. As was mentioned before, a summary of the case study is provided in the concluding chapter.

Chapter 5

CONCLUSIONS AND RECOMMENDATIONS

This chapter shall critically review the Altadena Library District position-classification study. It, then, shall attempt to answer the question proposed by the project's thesis: Can a pre-existing job classification plan serve as an effective instrument for affirmative action in personnel selection and promotion? This question shall be answered in the light of the study I performed at the Altadena Library District. The reader is warned that the Altadena Library District's study has an obvious degree of uniqueness about it. Consequently, the answer to the central question and the conclusions to be drawn from the case may have limited implications. The uniqueness is further underscored by the fact that the position-classification study itself, the writing of the study, and the critical summary were or are all done by the same person. Therefore, a degree of bias in the criticism and conclusions would seem inevitable. It should be reemphasized, though , that the position-classification study was performed prior to any conception of this project was had. Finally, the chapter shall offer some specific recommendations for affirmative action in libraries based largely upon what I have learned in doing this project.

Critical Summary of Case Study

The reader of this project is referred to Appendixes E, F, and G to better understand this summary. Appendix E is the written result of the position-classification study reported in the case. Appendixes F and G, as stated before, are the old duties descriptions and job specifications that had been found to inadequately serve the District's more recent needs.

Any self-criticism has its inherent problems. It is hoped, though, that the following critical summary shall also have some advantages because of my familiarity with the matter under study.

The position-classification study was performed for several reasons. It was thought that the descriptions developed thereby would serve as a recruitment device. It was believed that the duties as listed on the new descriptions could be easily transcribed to recruitment announcements. The descriptions would also serve as an introduction for new personnel to their jobs and clarify the jobs of longer-standing employees. Too, they would serve as a guide for promotional advancement. Moreover, they would be the rationality for the salary structure. Therefore, the job descriptions were written in a general way to serve multipurposes. They were also kept brief so that the employee would not have a propensity to overlook their critical points.

An attempt was made to bring some logical order to the classification plan by using the pay scale (Appendix D) in which the positions had already been placed and then rationalize the qualifications of those few that did not seem to equitably fit. This approach was dictated by the fact that the budget was limited thereby locking in the positions. Parenthetically, one expert notes that equality of value of a position to the organization is not a sufficient reason by itself to establish positions in the same class. They should also conform similarly in qualification standards. The proper sequence is to develop the class specification and then assign the class to the pay plan, taking into consideration the requirements and the economics of the job market.[50]

An attendant problem at Altadena was the six pay-range disparity between Library Clerk I and the next highest clerical classification in the line of promotion, Library Clerk II. The usual differential in this case, with the given qualifications of each, the practice of other public agencies, and the job market at the time, was two ranges. The Clerk I position, however, in the past had been filled by part-time college students whose performance had always been satisfactory, but they, incidentally, were not career-oriented employees who are an important source for filling advanced positions when they become open.

As was stated before, the ALA "Categories of Library Personnel" was the standard used to reclassify most of the positions. It, however, does not provide a list of "typical duties," only the basic requirements and description of responsibility which would have been a disadvantage if the position-classification was to have been a more thorough undertaking. At the time, it was presumed to be a valid standard, having been developed by some noted persons within the library profession and approved by the national professional association. Subsequently, it was learned that there was a project undertaken in the State of Illinois, of which Phase II was to test the validity of the ALA standard.[51]

It is of interest to examine some of the Illinois project's findings. The Illinois project is in complete accord with both the definition and educational requirements of the Clerk job. It is also in agreement with definition of the (Library) Technical Assistant, but objects to the two-year college requirement. It is believed that primary recognition be given to experiental learning with education as an alternate qualification. Its reason is that a high proportion of tasks, developed from a task analysis study it made of all library positions, were clerical and only differed in degree of complexity. So changing the ALA policy statement accordingly would further facilitate the application of the policy's own career lattice, which provides for advancement from clerk to LTA/LT.[52] The Altadena Library District's classification plan comports with this recommendation of the Illinois project. One could qualify as a Library Clerk I and progress through three levels to LTA III with on-the-job training, as is illustrated by the career ladder, Appendix C.

Although there is no disagreement between the Illinois project and the ALA policy with respect to the definition and educational requirements of the Library Associate/Associate Specialist category, it does take issue with it being placed on a level above LTA/LT. Its reasoning is that it is a trainee-level position not having a higher degree of responsibility than the LTA/LT, based upon the task analysis, even though it does require a bachelor's degree. The project does agree, nevertheless, that the general education represented by the bachelor's degree is commensurate with the responsibilities.[53] In this case, it would seem a trade-off would be in order between the education necessary to perform the job of LA/AS and the degree of responsibility of the LTA/TA.

The Illinois project agreed essentially with the Librarian/Specialist category except for one minor reservation. It believed, though the task analysis performed agreed with the ALA statement for these categories, that there may be many highly-qualified persons whose developed abilities and knowledges might be used in libraries yet they would not meet the formal educational requirements of a master's degree. Curiously, the project suggests here, in seeming contradiction to the situation above of the LA/AS and LTA/TS, that a bachelor's degree plus "significant related experience" balances the master's degree (M.L.S.) without experience for the Librarian category.[54]

The remaining category of Senior Librarian/Senior Specialist found the two in complete agreement.[55] Significantly, the Illinois project believes the ALA categories should be interpreted broadly by conceivably developing grades within each category, depending on the size and manpower needs of the library.[56] The Altadena Library District did just that. Although substantially agreeing with the ALA educational requirements for the various categories, the Illinois project thereby equivocally suggested that the ALA policy statement placed too much importance on educational requirements and recommended that experience be more greatly emphasized in developing effective manpower utilization. This recommendation, of course is compatible with affirmative action.[57]

Another problem faced by the District in using the ALA categories was the categories are not sufficiently detailed to make a valid comparison. Consequently, considerable interpolation was made between the District's positions and ALA's categories. Moreover, the difficulty was compounded by extending the interpolation to the development of several levels within the clerical and Library Technical Assistant/Technical Assistant categories. So it must be understood, at best the ALA statement was considered and used only as a guide. It is interesting to note that Ismar Baruch says that a basic principle of position-classification is that "a position already classified does not serve as a standard for the comparison . . . unless the precise duties and responsibilities which controlled the class of the first position are also present in the second."[58]

Some of the specific problems of individual jobs, listed in Appendix B, were resolved in the ways discussed below. It should be understood first, however, that the District had recently conducted a salary survey of comparable libraries and believed its new pay plan was both equitable and competitive in the job market. Also, it should be remembered that the salary structure was set. Consequently, this led to certain problems of equity with the old job specifications.

Page. The qualification of completion of the 10th grade of high school was unfortunately established and, consequently, if adhered to in selection is an unwarranted barrier. The rationalization, however, to its establishment was that in the State of California a person has to be 16 years old in order to obtain a work permit. Normally, the completion of the 10th grade of school corresponds to the attainment of one's 16th birthday. Obviously, there are a good many exceptions to this rule. Moreoever, there are some older people who might desire such a job who would technically be barred if they had not completed the 10th grade.

Library Clerk I. This job in the old specifications (Appendix F) was titled Student Assistant later Junior Clerk. The incumbents had been mostly college students. Nevertheless, there was no educational requirement. Because it was believed that a high school education was important to "library" work, and it was common practice to require it of this position in public service, it was erroneously established as a requirement for the class. It is believed that the ALA requirement of business courses is also unreasonable for an entry-level position.

Library Clerk II and Clerk-Typist. The Clerk II was previously called Library Assistant in the old specifications. They were both assigned to the same salary range notwithstanding the fact that the requirements were different. The Clerk-Typist was required to type 50 words per minute and have six-months experience, whereas the LA I required only 40 wpm and no experience, yet a high school education was a necessary qualification. The two jobs were revised, using the placement on the salary schedule as the control. Both required graduation from high school, as did Clerk I on the level immediately below, and one year of experience. This was believed commensurate with the duties, and in the case of the Clerk II was a reasonable experience interval in the progression from Clerk I. Moreover, the latter tended to be in accord with the ALA standard. The typing requirement disparity was balanced off in the process of rationalizing by the fact the Library Clerk II was additionally required to maintain effective relations with the public. Baruch, incidentally, supports public contact as "worthy of separate consideration and appraisal" in classification.[59]

It should be acknowledged that here and elsewhere among the various jobs the words-per-minute typing skill requirement is assumed to have been arbitrarily determined in the case of the earlier specifications and most certainly so for the new job specifications. Obviously then, it needs to be validated. At this time, I honestly question that it would withstand validation as is specified in each such job.

Building Serviceman. This job was recently developed based on the library's task needs. The class description of a sufficiently similar position in the City of Pasadena was used as a comparable guide for determining this class's requirements.

Library Technical Assistant I. The job was formerly titled Library Assistant II. This job's requirement of three years of work experience seemed out of order with respect to the nature of the duties. Furthermore, the experiential spread between it and Library Clerk II was not believed justified. Typing had become a part of the duties through job enlargement. So to have required 40 wpm skill of a Library Clerk II, a lower grade, and no typing at all for a LTA I was thought illogical. It was rationalized, then, that this job be required 50 wpm to equate with that of the Clerk-Typist, also in line with Clerk II on the career ladder. The experience requirement was reduced from three years to two, and the high school education requirement was established here also. The new requirements tended to fit with those of the ALA policy statement for LTA.

Account Clerk. The incumbent, formerly known as Busincee Office Assistant, kept a log of tasks, which were translated into duties and compared with a sufficiently similar job description acquired from the City of Pasadena to determine the requirements.

Library Technical Assistant II. This position had been known as Senior Clerk and LA II/Order Services. However, through job enlargement the duties took on a higher degree of responsibility. Here the incumbent kept a log of his tasks which were, in turn, translated into duties and reviewed by his immediate supervisor. By ranking the duties on the basis of a general familiarity with the gamut of clerical work, the job requirements were thus determined. In this case, the requirements, more or less, fit those of the LTA requirement in the ALA policy statement. An alternative requirement of experience for college education was specified on a year for year equivalency. There is some intuitive doubt now, that such an equivalency is valid. The additional year of experience reflects the normal experience progression up the ladder.

Library Technical Assistant III. There were two positions formerly titled LA III/Public Services and Branch. They had substantially similar duties and requirements yet there were important differences. LTA III/Circulation oversaw a larger staff and a greater volume of work, which particularly was of a non-library nature. However, it was subject to greater oversight because of the department being adjacent to the administration and had a close working relationship with the Adult Services, Children Services, and Technical Services departments. The Branch position instead required subject-matter and bibliographical knowledge and an ability to perform reader's service and storytelling which were thought comparable trade-offs. It was believed that the degree of responsibility of both positions, and the bibliographical and subject-matter knowledge of the Branch position, warranted a two-year experience differential between this class and LTA II in the direct line of promotion. Here, too, college education plus experience was an alternate way of qualifying. The education/experience requirements were higher than that of the ALA standard because of the fact there were three classification levels within this category.

Incidentally, it was recognized that the nature of the duties, knowledges, and abilities of the Branch position would have probably called for a bachelor's degree education and therefore would have placed it in the Library Associate category. It nevertheless remained in the LTA category because of personal qualities of the incumbent. This practice, or course, runs counter to the principle that the position is classified, not the person in the position.

Library Associate. In comparing this job with the ALA category there are two notable differences, a requirement of 40 wpm typing and an alternative of six months of library work instead of library education. It was recognized that the ability to type was of a clerical nature, but the work needs of a relatively small library required the mixing of work levels in order to accomplish the organization's goals. This is the nature of the paraprofessional position.

Building Repair-Serviceman. Like the Building Serviceman, the tasks were determined on the basis of anticipated library needs and the duties were hence developed. They were compared with a sufficiently similar description from the City of Pasadena to determine the requirements and placement on the salary schedule.

Librarian II. The notable peculiarity here was that of "mechanical organizational parallelism" discussed in Chapter 3 under the rubric Definition, Purposes, and Uses. The three positions of L II/Adult Services, Children Services, and Technical Services all were department heads and therefore held the same position in the organizational structure. The AS position, however, had greater supervisorial responsibility over two and one-half full-time equivalent Librarian I's and one full-time Library Associate than the head of CS, who had responsibility over one full-time L I and one Clerk II, and than the head of TS who was over no L I's, one LTA II, and two clerks. Moreover, the AS head had a wider range of services and programs with considerably more variety. Nevertheless, the requirements were basically the same and their assignment to the salary schedule was on the erroneous presumption of "equal pay for equal work." It should be mentioned that at the time of doing the new classification there was some misgiving about it. But because of personal personnel considerations and a desire to maintain morale, corrective action was not taken. The time to bring about these kindsof changes with the least staff disruption is when the positions are vacated and replacements recruited. Altadena's L II's corresponded with ALA's Senior Librarian category, except all librarians were required to have an American Library Association degree, which the validity of is now questioned. One reason it was included in the class specifications is that it had been made a part of the District's Personnel Policies and Rules included on the recommendation of the Committee on Professional Standards of the California Library Association.[60]

Assistant to the District Librarian. A list of duties was developed on the basis of the District's needs and compared with the description of a similar job with the Pasadena Public Library. From this the requirements were partially derived and added to those already known such as ability and education in accounting.

The remaining positions presented no known idiosyncracies nor did they present any remarkable problems. And the reasons for the position-classification given at the outset of this subdivision were satisfied by the results of the study. The class specifications developed served as a recruitment guide, a guide for new staff members and old alike, clarified the lines of promotion and transfer, and lastly served as a rationality for the salary schedule.

Thesis

The thesis reput as a question is: Can a pre-existing job classification plan serve as an effective instrument for affirmative action in personnel selection and promotion? The answer is dependent upon many variables, including the subjectivity of the person attempting to apply a job classification plan to affirmative action. Some of the obvious variables would be the size and kind of organization, the organization's stated goals and objectives, and the organizational structure. Other variables more pertinent to position-classification would be the kind of approach the classifier took to develop the classification scheme. Did he perform a thorough analysis of each job within the organization, employ the systems approach to redesigning jobs by regrouping tasks together requiring like qualifications? Were these tasks evaluated in terms of the Functional Job Analysis concept by using the Scales of Worker Functions, or by some other proven means of appraising their levels of difficulty? Then were the levels of difficulty correlated with valid standards for general educational development to determine the reasoning, mathematics, language, or other requirements of the tasks?

The broader question becomes: Are the qualifications for a class commensurate with the duties? If not, then on the face of it, the class specification is far from being an adequately effective tool for affirmative action. It does, perhaps at the very most, serve as a guide for developing a career ladder and possibly point out to a concerned administrator or personnel analyst, who bothers to read the specification with a critical eye, any obvious inequities. However, that career ladder may no more than illustrate the impossibility for the disadvantaged to climb the rungs. This would mostly depend on whether experience in some reasonable length is or could be substituted for education as an alternative qualification.

In the case of the Altadena Library District, the job classification study was performed without an affirmative action purpose in mind. The critical summary of that case reveals that it has considerable inadequacies with regard to the objectives of affirmative action which would invite serious challenge from any interested party. The job classification plan did, however matter of factly, provide for an alternative means of advancement. A Clerk I, with graduation from high school, could ascend to Library Technical Assistant III via experience alone as is depicted in the career ladder, Appendix C. To advance beyond that point, though, requires a bachelor's degree then a master's degree in librarianship.

The use of the ALA standard, "Categories of Library Personnel," determined the structure of Altadena's job classification plan. Only in a limited way could the ALA standard be considered a document reflecting affirmative action. It mirrors a long-held bias within the library profession that a graduate degree in librarianship is a sine qua non for employment in certain library jobs. It does, however, provide an opportunity for advancement to equivalent ranks along an alternate path of specialization. Nevertheless, educational degrees are necessary for qualification along either the librarian or specialist paths. Consequently, the Altadena plan was bound by its own methodology.

Although, as was stated earlier, Altadena's case has its own uniqueness, it is not unreasonable to think that most public library job classification plans would suffer in the same respect if a reasonably thorough job analysis was not performed with the intent of applying it to affirmative action. It is believed on the basis of my experiences and contacts with personnel analysts and other library administrators that a thorough job analysis as delineated in Chapter 2 is beyond the financial ability and human resources of most public libraries and local governments.

By using the Altadena Library District case alone, the thesis that a "pre-existing job classification plan can serve as an effective instrument for affirmative action in personnel selection and promotion," would be for the most part held untenable. Despite the fact that this project has examined only one case, I am inclined to agree with Norman Sharpless, Jr. that the limited, generalized information usually found in class specifications does not provide for sound selection instruments. A typical class specification contains inadequate job data necessary to a selection specialist. Very often it is outdated, failing to reflect current job conditions or requirements. The selection officer needs to have valid job information such as major and minor duties and the knowledges, skills, and abilities necessary to perform them. He also needs to know something about the desirable traits and their relative importance as demonstrated by successful workers. Sharpless goes on to emphasize the fact that what is obviously needed, then, is first-hand information about job performance. He concludes that "Regretably, too many personnel agencies place blind faith in an 'approved' class specification and blithely ignore the need for job analysis and line department contacts."[61]

The exercise of examining the theory of job analysis related to affirmative action and position-classification has in itself pointed out some gross inadequacies in Altadena's job classification plan which, in turn, should serve as beneficial guide for any similar endeavor. Moreover, it has evoked the observations and recommendations found in the following section.

Recommendations

Although the Critical Summary of the Case Study has furnished a number of recommendations explicitly and perhaps implicitly, several specific recommendations for improvement of Altadena's class specifications should be dispensed with before I go on to more general ones. Greater attention needs to be paid to the wording, especially in the use of ambiguous verbs under the rubric, "Examples of Duties." The length of experience in the qualifications in some specifications could be written less exactly. This would provide an affirmative action minded administrator more latitude in selection and promotion. Also, abilities and knowledges levels should generally be more explicit. Furthermore, the definitions of the classes could more clearly indicate the lines of authority both upwards and downwards and the relationships between jobs where appropriate. This might best be accomplished by incorporating a separate paragraph headed, "Distinguishing Characteristics."

Now for more general recommendations. An endemic problem to the field of librarianship that has existed for a good many years involves the misuse of manpower. In 1967 Lester Asheim suggested, when there was thought to be a critical shortage of professional librarians, that perhaps there was not a real shortage after all but rather a poor utilization of professional staffs by assigning them to numerous non-professional tasks.[62] This problem was later focused upon by the task analysis study for the Illinois Library Task Analysis Project. It found that in all kinds of libraries hundreds of tasks were being performed which do not require professional training yet are presumed to be a part of the professional's job.[63] The traditionally oriented librarian has been reluctant to shed these tasks even when they have been pointed out to him as being non-professional. Obviously, librarians working at tasks below their abilities are doing work that could be performed by disadvantaged persons with lesser abilities.

What is needed to remedy this anomaly is a study like that which has been proposed by the Selection Consulting Center. It proposes to determine exactly what constitutes a professional librarian classification and to distinguish for selection purposes what are the various levels within the professional class. These determinations are to be made by an "investigation of the functions and responsibilities of professional library classes for the purpose of identifying the required employee attributes." Additionally, it will review minimum qualifications for entry-level employment, emphasizing such factors as the M.L.S. degree, college diploma requirements, and equivalency considerations.[64]

The second phase of the project is to entail the development and validations of an entry-level selection system, including application and biographical data forms, interviews, and written examinations. Finally, the next phase will be devoted to the development of an appraisal system for the evaluation of performance and the development and validation of all aspects of a promotional system.[65]

As part of the first phase, it intends "to develop a taxonomy of educational content relative to library work." It will consist of a systematic listing of topics, by staff from the project's participating libraries, that may be taught at various educational levels. Then educators from appropriate educational institutions will be surveyed to determine the relevancy of existing school programs to the educational taxonomy that has been developed.[66] Presumably, the survey is not intended to cover only educational programs in ALA accredited library schools. It should cover community colleges that have library and media technology programs for the training of paraprofessionals.

This venture is to be financed and supported by a joint powers agreement between the Selection Consulting Center and any interested public libraries within the state. The Selection Consulting Center, incidentally, is partially funded by a Federal grant to specifically assist public agencies in the area of fair employment and improved public personnel selection. Because of the inability of most local agencies to perform such thorough studies, as was pointed out before, this sort of cooperation would appear to be the way to go about the revamping of selection and promotional systems. Here we have the pooling of Federal, state, and local resources for common goals of affirmative action.

Recently the Orange County Public Library and the Sacramento City-County Public Library have instituted affirmative action plans whereby an employee may begin on the lowest rung of the career ladder and advance to the rung just below chief librarian via on-the-job training and experience. Incidentally, this development has not made graduate library education obsolete. It simply has provided an alternate way to advancement within these two organizations.

Like other professional associations, the library associations are concerned that affirmative actions similar to ones recently instituted at the Orange

County and the Sacramento City-County public libraries will lower selection and promotional standards and thereby reduce the quality of service or jeopardize that professional status which has been so difficultly achieved. As a whole, the librarian profession has been very protective of its status in the library world. Although libraries have probably employed more paraprofessional personnel than most other institutions, services, or occupations, they have done so frequently against the will of the begrudging librarian who saw his status being challenged. This is epitomized in the sanctity of the master's degree in library science from an American Library Association accredited school of librarianship. One might ask in counter to the sanctimonious: "Does one have to have a library degree to select books or to be a general reference librarian?" The question presumes that book selection is predominantly based on subject-matter knowledge and reference work upon possession of a broad knowledge or liberal education and a familiarity with reference books. In any case, affirmative action is here by legal mandate. Consequently, it is incumbent upon the profession to deal with it.

The library profession as a whole should re-examine itself along the lines of the proposed Selection Consulting Center project. Its graduate schools of library education should revise their curricula in order to give students more of the kind of education that they could not as employees acquire through on-the-job training. The graduate education should be more than just a matter of reacting to the informational needs of a technological society; it should be training people who will be in the vanguard of technology. It should offer more courses preparing students for research and development in information science. It will be in this way that professional status and quality service are maintained.

Affirmative action thusly can become an integral part of common pursuit of quality library service. Many noble individual library goals have gone unaccomplished because there has not been available manpower. With the possibility of employing more paraprofessionals at the same costs, libraries could afford to concentrate on those forsaken goals. Obviously, a favorable cost-benefit calculus to the public would be the result. Consequently, not only does affirmative action create employment and promotional opportunities for the disadvantaged, but at the same time it frees "professional" or otherwise higher-qualified staff to perform higher-level and more creative work to improve library service.

What place does the community college library technology program have in this new world of librarianship? There are many who cannot afford the money, time, or other sacrifices of obtaining a university education. A two-year library or media technician program may be more suitable to their individual needs, aptitudes and abilities, and to their personal aspirations. So in these persons' cases, the library technology program presents another option to advanced education and on-the-job training for those desiring to work in libraries. In the case of small libraries, who do not have the equipment, facilities, and manpower to give the breadth of training necessary for paraprofessional employees to transfer to better positions in other library systems, the library technology program may provide an answer. While the employee is being trained in school, he is bringing what he has learned to his job. Thus it is commitantly benefiting both the library and himself.

This tends to spotlight another concern created by affirmative action. In many cases, paraprofessionals, like a great number of professional librarians, are interested in advancing as quickly as possible even if this should entail transferring to other libraries or governmental jurisdictions. The phenomenon is more especially true in smaller libraries where the opportunities for advancement are rather limited due to both fewer positions of greater responsibility and thus learning and fewer simply in terms of numbers. Head of adult services in a small neighborhood library is not as responsible of a position as that in a large municipal library. So to make affirmative action all-pervasive within the library world, there is a need for some kind of certification of library positions among libraries or the establishment of a common system for evaluating the knowledges and abilities within the various levels of the paraprofessional ranks. The same, of course, is necessary for acknowledging those former paraprofessionals who have moved up into the "professional" ranks in their respective libraries. It is recommended that the library associations make a study of this matter of high priority. They are urged that any such studies should involve input from clericals and paraprofessionals as well as post-graduate degreed librarians.

One of the specific concerns of such a study would be the evaluation of the quality of on-the-job training within the various library jurisdictions. They might use criteria on the order of those used for accrediting library schools - factors such as total library budget, library materials budget, total population served based on use measurements, size of staff, etc. All of these factors and others could be broken down into sub-factors which may have more bearing on the specialties of an employee's job. An example might be a breakdown on an audio-visual department as follows: the diversity and complexity of the equipment, amount of the equipment and materials loaned, the total budget, the materials budget, and number and level of positions within the department. It would also be necessary to evaluate on-the-job training in terms of equating it with community college training programs.

A broader concern related to this is, as was pointed out in Chapter 2 under Job Qualifications, that of both quality and length of experience as an alternative means to education in order to qualify for advancement. Criterion measures here too are needed for proper validation. At the present time there appears in various jurisdictional job classification plans a variety of equivalents between experience and education. Most of these equivalents apply to personnel within the organization as well as to those candidates outside thereby enlarging the problem. In most cases, these equivalencies have been more or less arbitrarily set based on value judgements. But the fact that there are disparities between jurisdictions on this matter simply points out the need for a better means of evaluating the two in relation to each other. Moreover, as I had also indicated in Chapter 2, the usual experience statement calls for an amount of experience while ignoring quality of experience. In any study of equivalency of education and experience, it would be important that persons from the library profession be participants along with public administrators and industrial psychologists.

It has been observed through the examination of classification procedures and practices that most classification systems are not behaviorally oriented. They place the primary emphasis on the position instead of on the abilities and qualifications of the individual incumbent. As Jay M. Shafritz puts it,

> . . . This situation generates dysfunctional [organizational] activities in order to compensate for the inflexibility of the classification system. The heart of the problem is that traditional position classification systems are "not adequately geared to deal with complex dynamic organizational situations."[67]

It is hoped that this indictment of rigid classification systems would serve to cause public administrators and personnel specialists to make them more adaptive to organizational needs. In so doing, it is expected that affirmative action would be facilitated.

Rigid classification plans are in themselves, of course, barriers to affirmative action in the many ways discussed throughout this project. As was suggested earlier, the merit system, of which the classification plan is part and parcel, select out of government employment many of the disadvantaged. This process has larger untoward political implications because such government jobs actually determine who governs the community. According to Jay M. Shafritz, the level of public employment can be used as a valid measure of political power and viability.[68]

If the library world is willing to commit itself to affirmative action there is no doubt in my mind that not only will the disadvantaged benefit, but so will library service and the reason we are in the business of disseminating information - the public. Considerable time, effort, and expense may be involved, and many what had been fastly-held practices will fall by the wayside; however, in the end the result will be worthwhile. And perhaps this will be the most important step in creating a more equitable society in which minority groups are brought into the mainstream of America's social as well as economic life. Let us hope that in the not-too-distant future fair employment opportunity can actually be equal employment opportunity.

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GLOSSARY

Class. It is a group of positions sufficiently alike in respect to duties and responsibilities to justify common treatment in selection, compensation, and other employment processes, and sufficiently different from positions of other classes to justify different treatment in one or more of these respects. When no other positions of the same kind exist it may consist of one position.

Class specification. Sometimes referred to as a class standard, it is a clear and sufficient written guide for the allocation of positions to classes.

Duty. A duty includes a large segment of the work performed by an individual and may include any number of tasks.

Job. A job is a group of positions which are identical, or at least very similar, in their significant duties. There may be one or many persons employed in the same job.

Job analysis. Job analysis is a detailed examination of a job to determine the duties, responsibilities, requirements, working conditions, required tools and equipment, relationships to other jobs, and specialized requirements necessary for its performance.

Job classification. It is a systematic arrangement of jobs into groups, categories, or classes according to the relative requirements necessary for their performance.

Job description. It is a written description of the major responsibilities, duties, and requirements of a job.

Job restructuring. Job restructuring is a special application of job analysis that involves the identification of jobs within the context of a system of which they are a part and the analysis and rearrangement of their tasks to achieve a desired purpose.

Job specification. A job specification is a written statement of the abilities and personal requirements for a job from which selection qualifications are derived.

Position. A position consists of one or more duties requiring the services or activities of one worker. There are as many positions as there are workers.

Position classification. Position classification involves identifying the duties and responsibilities of a given position in order to control its allocation within the job classification system.

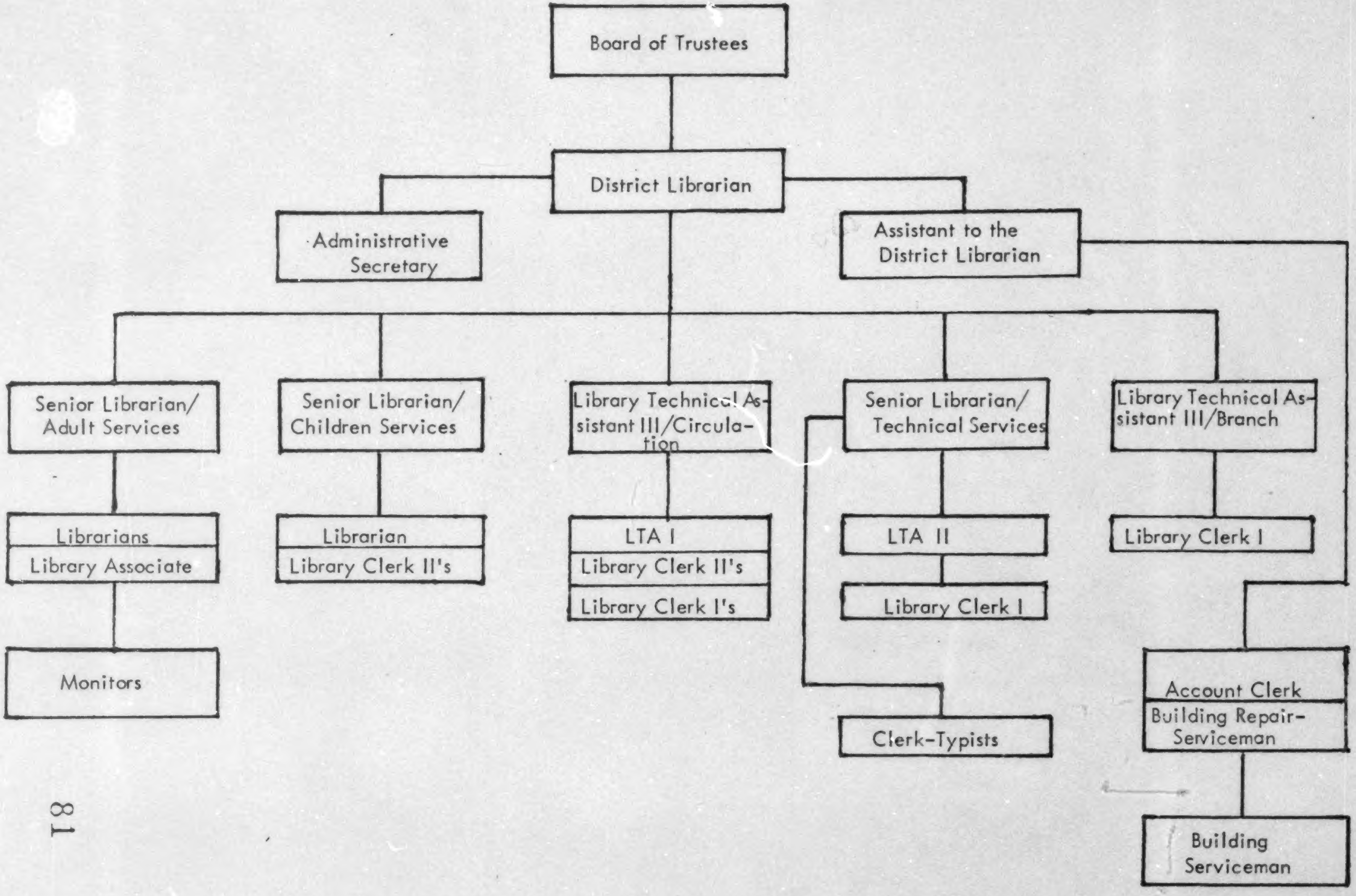
Task. It is a distinct identifiable work activity that constitutes one of the logical and necessary steps in the performance of a job.

Task analysis. Task analysis identifies the tasks in a job.

APPENDIX A

Altadena Library District

Organizational Chart


Board of Trustees
District Librarian
Administrative Secretary
Assistant to the District Librarian
Senior Librarian/ Adult Services
Librarians
Library Associate
Monitors
Senior Librarian/ Children Services
Librarian
Library Clerk II's
Library Technical Assistant III/Circulation
LTA I
Library Clerk II's
Library Clerk I's
Senior Librarian/ Technical Services
LTA II
Library Clerk I
Clerk-Typists
Library Technical Assistant III/Branch
Library Clerk I
Account Clerk
Building Repair-Serviceman
Building Serviceman

APPENDIX B

Hierarchical Table of Positions

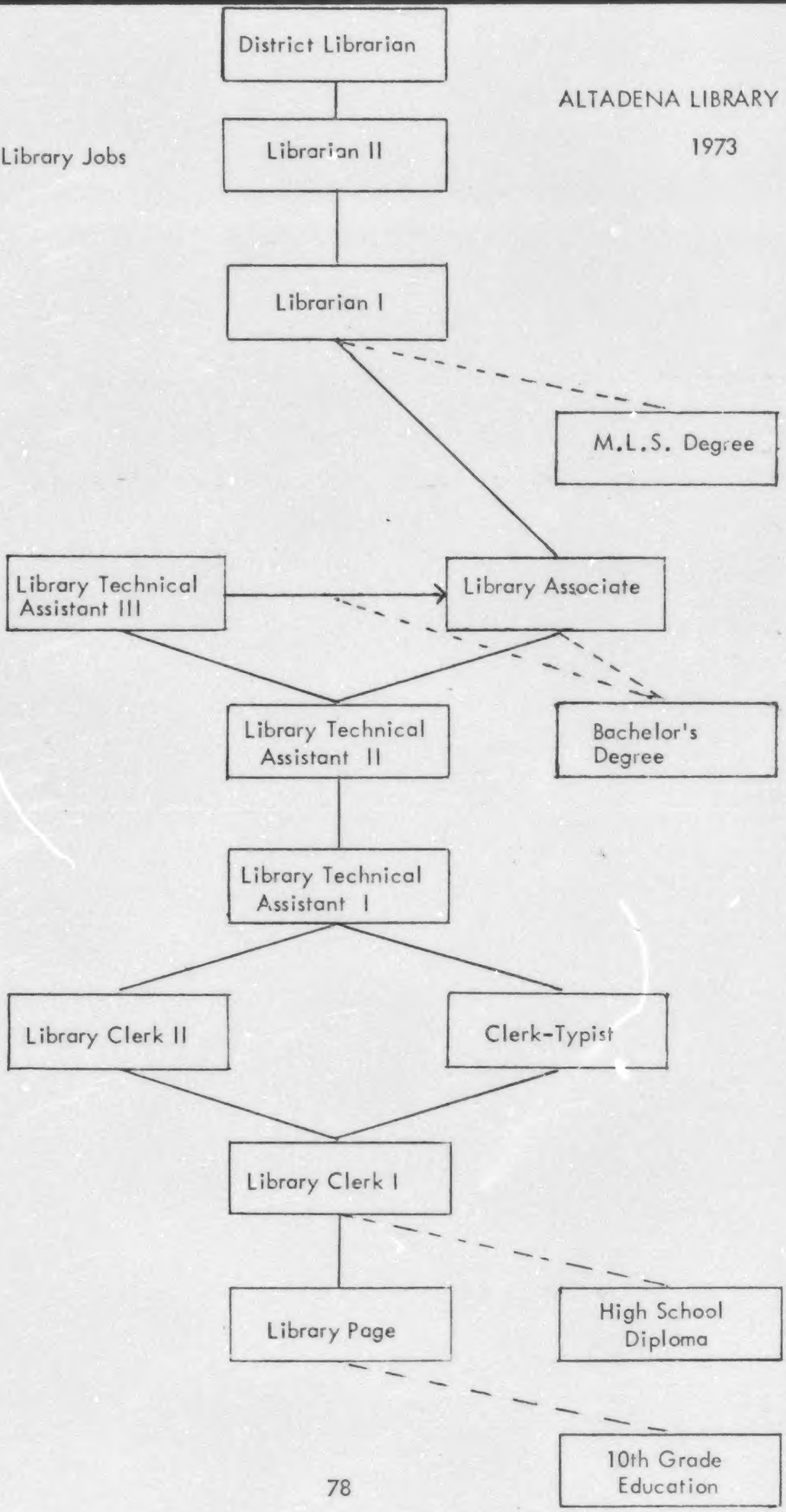
Positions	Number of Incumbents
Page	10 part-time
(Clerk I	1 full-time, 4 P/T
(	
(Clerk-typist	1 F/T, 1 P/T
Library Clerk II	3 F/T, 2 P/T
Building Serviceman	1 F/T
Library Technical Assistant I	1 F/T
(Account Clerk	1 F/T
(	
(Library Technical Assistant II	1 F/T
(Library Technical Assistant III	2 F/T
(	
(Library Associate	1 F/T
(	
(Administrative Secretary	1 F/T
Monitor	2 P/T
Building Repair-serviceman	1 F/T
Librarian	3 F/T, 1 P/T
Senior Librarian	3 F/T
Assistant to the District Librarian	1 F/T
District Librarian	1 F/T
Total	42 (22 F/T and 20 P/T)

APPENDIX C

Career Ladder of Library Jobs

ALTADENA LIBRARY DISTRICT

1973


District Librarian
Librarian II
Librarian I
M.L.S. Degree
Library Technical Assistant III
Library Associate
Library Technical Assistant II
Bachelor's Degree
Library Technical Assistant I
Library Clerk II
Clerk-Typist
Library Clerk I
Library Page
High School Diploma
10th Grade Education

APPENDIX D

MONTHLY SALARY SCHEDULE

Class	Range	Step I	Step II	Step III	Step IV	Step V
Senior Librarian	35	907	953	1,001	1,052	1,105
Librarian	29	781	821	863	907	953
Building Repair Serviceman	27	743	781	821	863	907
		4.18/hr	4.40	4.62	4.86	5.11
Monitor	26	725	762	801	842	885
Administrative Secretary	21	641	673	707	743	781
Library Associate	21	641	673	707	743	781
Library Technical Assistant III	21	641	673	707	743	781
Library Technical Assistant II	19	610	641	673	707	743
Account Clerk	19	610	641	673	707	743
Library Technical Assistant I	17	580	610	641	673	707
Building Serviceman	15	552	580	610	641	673
Library Clerk II	13	526	552	580	610	641
Clerk Typist	13	526	552	580	610	641
		2.62/hr	2.75	2.89	3.03	3.18
Library Clerk I	7	453	476	500	526	552
		1.94/hr	2.03	2.14	2.25	2.36
Page	A	336	353	371	390	410

8/27/73

APPENDIX E

JOB DESCRIPTIONS/CLASS SPECIFICATIONS

ALTADENA LIBRARY DISTRICT

1973

LIBRARY PAGE

DEFINITION

Under supervision, to do simple manual and clerical work as required

EXAMPLES OF DUTIES

Depending upon assignment, processes or shelves books, periodicals, and other library materials; performs routine messenger duties; operates postage machine; mends and services films

MINIMUM QUALIFICATIONS

Ability

Perform simple manual and clerical duties
Follow oral and written instructions
Establish and maintain effective relations with the public

Experience

No work experience is required

Education

Completion of the tenth grade

7/23/73

LIBRARY CLERK I/CIRCULATION

DEFINITION

Under supervision, to do routine clerical and library technical work and to perform other duties as required

EXAMPLES OF DUTIES

Charges and discharges library materials; issues borrowers' cards; receives incoming telephone calls; does filing

MINIMUM QUALIFICATIONS

Ability

Establish and maintain effective relations with the public
Perform routine clerical tasks
Follow oral and written instructions

Experience

No work experience is required

Education

Graduation from high school

7/23/73

CLERK-TYPIST/TECHNICAL SERVICES

DEFINITION

Under supervision, to do a variety of clerical and library technical work and to perform other duties as required

EXAMPLES OF DUTIES

Types catalog cards; makes all entries to shelf list; provides clerical support for special projects

MINIMUM QUALIFICATIONS

Knowledge
Clerical practices

Ability
Perform clerical and library technical work with speed and accuracy
Type at a speed of 50 words per minute from a clear copy

Experience
One year of clerical experience

Education
Graduation from high school

7/23/73

LIBRARY CLERK II/CHILDREN'S SERVICES

DEFINITION

Under supervision, to do a variety of clerical and library technical work and to perform other duties as required

EXAMPLES OF DUTIES

Types and files order forms from review media; checks said media against the catalog and review files; types film lists, bibliographies, analytics, book reviews, announcements, correspondence, press releases, etc.; assists in weeding procedure; gives readers' advisory service

MINIMUM QUALIFICATIONS

Knowledge
Clerical practices

Ability
Establish and maintain effective relations with the public
Perform clerical and library technical work with speed and accuracy
Type at a speed of 40 words per minute from a clear copy

Experience
One year of clerical experience

Education
Graduation from high school

7/23/73

LIBRARY CLERK II/TECHNICAL SERVICES

DEFINITION

Under supervision, to do a variety of clerical and library technical work and to perform other duties as required

EXAMPLES OF DUTIES

Types catalog cards and files in card catalog; modifies existing catalog cards according to exact instructions and assists in cataloging children's books; prepares books for bindery; provides clerical support for special projects

MINIMUM QUALIFICATIONS

Knowledge
Clerical practices

Ability
Perform clerical and library technical work with speed and accuracy
Type at a speed of 40 words per minute from a clear copy

Experience
One year of clerical experience

Education
Graduation from high school

7/23/73

LIBRARY CLERK II/CIRCULATION

DEFINITION

Under supervision, to do a variety of clerical and library technical work and to perform other duties as required

EXAMPLES OF DUTIES

Processes overdues and book reserves; charges and discharges library materials; issues borrowers' cards; receives incoming telephone calls; types reports; maintains records

MINIMUM QUALIFICATIONS

Knowledge

Clerical practices

Ability

Establish and maintain effective relations with the public
Perform clerical and library technical work with speed and accuracy
Type at a speed of 40 words per minute from a clear copy

Experience

One year of clerical experience

Education

Graduation from high school

7/23/73

BUILDING SERVICEMAN

DEFINITION

Under general supervision, to perform cleaning and minor repairs throughout the library facilities and to perform other duties as required

EXAMPLES OF DUTIES

Washes, cleans and polishes furniture; washes windows; sweeps, mops, and polishes floors and steps; dusts and washes walls; dusts books and shelves; sweeps sidewalks; cleans toilet and fixtures; dusts and cleans blinds; empties waste containers; stocks rest rooms with supplies; cleans light fixtures; makes minor repairs to plumbing; replaces light bulbs and fluorescent tubes; reports malfunctions or unsafe conditions of buildings and facilities

MINIMUM QUALIFICATIONS

Knowledge
Cleaning and polishing supplies, materials, methods, and practices

Ability
Work independently
Follow oral and written instructions
Maintain effective relations with fellow employees

Experience
One year of custodial or related experience and possession of a Class 3 California driver license

Education
Ability to read and write

7/23/73

LIBRARY TECHNICAL ASSISTANT I/CIRCULATION

DEFINITION

Under general supervision, to do a variety of responsible clerical and library technical work and to perform other duties as required

EXAMPLES OF DUTIES

Processes interlibrary loans; does bibliographical verification; processes overdues and reserves; charges and discharges library materials; issues borrowers' cards; receives incoming telephone calls; types reports and maintains files; supervises staff in the absence of department head

MINIMUM QUALIFICATIONS

Knowledge

- Library terminology and basic library procedures, practices, and techniques related to the circulation of library materials
- Clerical practices

Ability

- Establish and maintain effective relations with the public
- Perform responsible clerical and library technical work with speed and accuracy
- Apply and interpret policies and rules
- Type at a speed of 50 words per minute from a clear copy

Experience

- Two years of library clerical work

Education

- Graduation from high school

7/23/73

ACCOUNT CLERK

DEFINITION

Under general supervision, to do a variety of responsible clerical and bookkeeping work and to perform other duties as required

EXAMPLES OF DUTIES

Processes daily cash receipts and deposits; maintains cash receipts and disbursements journals; processes vendor invoices for payment; prepares payroll; maintains petty cash fund, office and library supplies inventory, financial records and files; prepares purchase orders; types financial reports and correspondence

MINIMUM QUALIFICATIONS

Knowledge

- Clerical practices and office methods
- Basic financial record keeping and business procedures
- Rules of English composition

Ability

- Perform arithmetic calculations and responsible clerical work with speed and accuracy
- Establish and maintain effective relations with outside business representatives
- Compose routine correspondence
- Type at a speed of 35 words per minute from a clear copy and operate adding machine

Experience/Education

Graduation from high school and three years of specialized clerical experience, including financial record keeping; or two years of college, including courses in bookkeeping and other business subjects, and one year of clerical experience

7/23/73

LIBRARY TECHNICAL ASSISTANT II/TECHNICAL SERVICES

DEFINITION

Under general supervision, to do a variety of responsible clerical and library technical work, to supervise lower clerical staff and pages, and to perform other duties as required

EXAMPLES OF DUTIES

Responsible for ordering and processing invoices of library materials for both the main and branch libraries; maintains correspondence file of library material vendors; supervises filing and revising of public catalog; supervises technical processors and clericals; prepares and types reports and correspondence

MINIMUM QUALIFICATIONS

Knowledge

Library terminology and basic library procedures, practices, and techniques related to cataloging and technical processing of library materials

Clerical practices and office methods

Ability

Perform responsible clerical and library technical work with speed and accuracy

Establish and maintain effective relations with outside business representatives

Supervise the work of clerical assistants and pages

Experience/Education

Graduation from high school and three years of library clerical experience, or two years of college and one year of library clerical experience

7/23/73

LIBRARY TECHNICAL ASSISTANT III/BRANCH

DEFINITION

Under general supervision, to plan, organize, and direct the operations and functions of the branch library, to do limited professional library work, and to perform other duties as required

EXAMPLES OF DUTIES

Plans, organizes, and directs the operations and functions of the branch library; performs reference and readers' advisory work; gives book talks and library orientations and tells stories; supervises and participates in the charging and discharging of library materials, the issuing of borrowers' cards, sending of overdue notices, maintenance of circulation records, book shelves, and all other processes related to the circulation operation; advises on administrative policies; prepares reports; participates in the selection of books

MINIMUM QUALIFICATIONS

Knowledge

Library terminology and basic library procedures, practices, and techniques related to the circulation of library materials
Adult and children's books, bibliographical sources and reference materials
Clerical practices and office methods

Ability

Establish and maintain effective relations with the public
Utilize reference sources
Assist and advise readers in the selection of library materials
Tell stories and give book talks
Promote interest in books and library services
Supervise the work of clerical assistants
Perform responsible clerical and library technical work with speed and accuracy
Apply and interpret policies and rules

Experience/Education

Five years of increasingly responsible library clerical work, or two years of college and three years of responsible library clerical work

7/23/73

LIBRARY TECHNICAL ASSISTANT III/CIRCULATION

DEFINITION

Under general direction, to plan, organize, and direct the operations and functions of a library department, to do a variety of responsible clerical and library technical work, and to perform other duties as required

EXAMPLES OF DUTIES

Plans, organizes, and directs the operations and functions of circulation at the main library; supervises the work of the circulation staff; advises on circulation and administrative policies; supervises and participates in the charging and discharging of library materials and the issuing of borrowers' cards; supervises the sending of overdue notices, the maintenance of circulation records, library materials shelves, and all other processes relating to the circulation operation; performs surveys and studies and prepares reports; handles the more complex problems or complaints of borrowers relating to circulation matters

MINIMUM QUALIFICATIONS

Knowledge

Library terminology and basic library procedures, practices, and techniques related to the circulation of library materials
Types and general uses of library materials available
Clerical practices and office methods

Ability

Establish and maintain effective relations with the public
Supervise the work of clerical assistants and pages
Perform responsible clerical and library technical work with speed and accuracy
Apply and interpret policies and rules

Experience/Education

Five years of increasingly responsible library clerical work, or two years of college and three years of responsible library clerical work

7/23/73

ADMINISTRATIVE SECRETARY

DEFINITION

Under general supervision, to do a variety of responsible secretarial, clerical, and administrative work and to perform other duties as required

EXAMPLES OF DUTIES

Initiates and answers telephone calls; makes appointments and interviews callers for the District Librarian; composes routine correspondence and takes dictation from District Librarian; schedules community room activities; furnishes information requiring considerable knowledge of library work, policies, and procedures; takes and/or transcribes minutes of trustee or committee meetings; compiles information and prepares reports; maintains library publicity album and extensive filing system; types order forms for book purchases

MINIMUM QUALIFICATIONS

Knowledge

Modern office procedure
Standard office equipment
Rules of English composition

Ability

Take dictation at 90 words per minute
Type at 60 words per minute from clear copy
Perform responsible clerical work with speed and accuracy
Establish and maintain effective relations with the public

Experience/Education

Graduation from high school and three years of secretarial experience (A.A. degree in secretarial science may be substituted for one year of secretarial experience)

7/23/73

LIBRARY ASSOCIATE/ADULT SERVICES

DEFINITION

Under general supervision, to do limited professional library and responsible clerical work and to perform other duties as required

EXAMPLES OF DUTIES

Performs reference and readers' advisory work, referring only the more difficult or unusual reference questions to a librarian; participates in the selection of adult materials; organizes and maintains pamphlet file, vocational file, etc; assists in cataloging and classifying materials and maintaining catalog; does bibliographic checking and searching; types reports, requisitions, and book orders

MINIMUM QUALIFICATIONS

Knowledge

Library terminology and basic library procedures, practices, and techniques
Adult books and general uses of library materials
Clerical practices

Ability

Evaluate adult literature
Utilize common reference resources
Establish and maintain effective relations with the public
Type at a speed of 40 words per minute from a clear copy
Perform responsible clerical work with speed and accuracy

Experience

Six months of clerical or higher level experience in a library, or six semester hours in library technology or science

Education

A bachelor's degree from an accredited college or university

7/[illegible]3/73

MONITOR

DEFINITION

Under general supervision, to maintain an atmosphere conducive to study and reading throughout the library, to protect library property, and to perform other duties as required

EXAMPLES OF DUTIES

Maintains quiet conditions in the library; protects library property; patrols parking lot and grounds to prevent loitering and theft from cars; advises patrons on dress regulations; checks to insure all patrons have left after closing

MINIMUM QUALIFICATIONS

Ability

Establish and maintain effective relations with the public
Exercise good judgment under adverse conditions
Follow oral and written instructions

Experience

Should be a member of a law enforcement agency

Education

Graduation from high school

7/23/73

BUILDING REPAIR-SERVICEMAN

DEFINITION

Under general supervision, to perform a variety of skilled repair work to the library facilities, equipment, and furniture, to do cleaning maintenance, to supervise the building serviceman, and to perform other duties as required

EXAMPLES OF DUTIES

Does skilled carpentry, painting, concrete, asbestos and welding; repairs and maintains buildings and equipment; does minor construction work; selects and applies insulating material to exposed surfaces of equipment; paints and makes repairs on equipment; constructs or reconditions office furniture; sets glass; maintains and repairs electrical, plumbing, heating and other equipment, such as small electric motors, fans, filters and compressors; operates hand and power tools; performs custodial and clean-up duties; supervises the building serviceman

MINIMUM QUALIFICATIONS

Knowledge

Methods, materials and tools used in building construction, maintenance, and repair

Carpentry cabinet work, plumbing, plastering, asbestos, cement work, welding sheet metal work, basic electricity, and upholstering

Ability

Operate basic machine shop and woodworking equipment
Work from blueprints and rough sketches
Follow oral and written instructions
Maintain effective relations with fellow employees

Experience

Five years of experience as a helper in the construction and repair trades, or one year journeyman experience in one of the skilled trades

Possession of a Class 3 California driver license

Education

Graduation from high school

7/23/73

LIBRARIAN I/CHILDREN'S SERVICES

DEFINITION

Under general supervision to select library materials, to give reader assistance, to tell stories, and to do other work as required

EXAMPLES OF DUTIES

Performs readers' advisory and reference work; selects and weeds library materials; gives book talks and library orientations, and tells stories; compiles book lists; advises on administrative policies; attends professional meetings; assists the Head of Children's Services

MINIMUM QUALIFICATIONS

Knowledge

Library objectives, principles, organization, services, practices, and procedures
Children's books, bibliographical sources, and reference materials

Ability

Evaluate children's literature
Utilize reference resources
Assist and advise readers in the selection of library materials
Promote interest of children in books and library services
Speak to groups and school classes
Tell stories and give book talks
Establish and maintain effective relations with the public

Experience

No professional experience is required

Education

Graduation from an accredited college or university and possession of a graduate degree from a school accredited by the American Library Association

7/23/73

LIBRARIAN I/ADULT SERVICES

DEFINITION

Under general supervision, to select library materials, to give reader assistance, and to do other work as required

EXAMPLES OF DUTIES

Performs reference and readers' advisory work; compiles book lists; assists in the planning of public lectures, film programs, and exhibits; participates in the selection of adult materials; assists in the performance of surveys and studies and in the preparation of reports; advises on administrative policies; attends professional meetings

MINIMUM QUALIFICATIONS

Knowledge
- Library objectives, principles, organization, services, practices, and procedures
- Adult books, bibliographical sources, and reference materials

Ability
- Evaluate adult literature
- Utilize reference resources
- Assist and advise readers in the selection of library materials
- Promote interest of adults and young adults in books and library services
- Speak to groups
- Establish and maintain effective relations with the public

Experience
- No professional experience is required

Education
- Graduation from an accredited college or university and possession of a graduate degree from a school accredited by the American Library Association

7/23/73

LIBRARIAN II/CHILDREN'S SERVICES

DEFINITION

Under general direction, to plan, organize, and direct the operations and functions of a library department and to do other work as required

EXAMPLES OF DUTIES

Plans, organizes, and directs the operations and functions of the Children's Services; supervises the work of the professional and nonprofessional staff; performs readers' advisory and reference work; selects and weeds children's materials for both main and branch libraries; compiles book lists; gives book talks and library orientations, and tells stories; arranges children's programs at the main and branch libraries; performs surveys and studies, and prepares reports; advises on administrative policies; attends professional meetings

MINIMUM QUALIFICATIONS

Knowledge

Modern library organization, administration, services, and equipment
Reader interest levels and trends in current literature
Children's books, bibliographic sources and reference materials

Ability

Plan and develop a program of library services
Supervise professional and nonprofessional staff
Evaluate children's literature
Utilize reference resources
Assist and advise readers in the selection of library materials
Promote interest of children in books and library services
Speak to groups and school classes
Tell stories and give book talks
Establish and maintain effective relations with the public
Apply and interpret policies and rules

Experience

Three years of professional library work, most of which must be in Children's Services, in a library of recognized standing

Education

Graduation from an accredited college or university and possession of a graduate degree from a school accredited by the American Library Association

7/23/73

LIBRARIAN II/TECHNICAL SERVICES

DEFINITION

Under general direction, to plan, organize, and direct the operations and functions of a library department and to do other work as required

EXAMPLES OF DUTIES

Plans, organizes, and directs the operations and functions of Technical Services which includes ordering, classifying and cataloging library materials, and all other duties related to technical processing; participates in the selection of adult materials; performs surveys and studies and prepares reports; advises on administrative policies; attends professional meetings; supervises nonprofessional staff in the administration of these duties

MINIMUM QUALIFICATIONS

Knowledge

Modern library organization, administration, services, and equipment
Library classification system, catalogs, and cataloging and filing rules
Adult books, bibliographical sources and reference materials

Ability

Perform a variety of difficult and responsible professional library work
Supervise nonprofessional staff
Evaluate adult literature
Apply and interpret policies and rules

Experience

Three years of professional library work, some of which must be in Technical Services, in a library of recognized standing

Education

Graduation from an accredited college or university and possession of a graduate degree from a school accredited by the American Library Association

7/23/73

LIBRARIAN II/ADULT SERVICES

DEFINITION

Under general direction, to plan, organize, and direct the operations and functions of a library department, and to do other work as required

EXAMPLES OF DUTIES

Plans, organizes, and directs the operations and functions of the Adult Services; supervises the work of the professional and nonprofessional staff; performs reference and readers' advisory work; compiles book lists; develops public lectures, film programs, and exhibits; participates in the selection of reference and other adult materials; performs surveys and studies and prepares reports; advises on administrative policies; attends professional meetings

MINIMUM QUALIFICATIONS

Knowledge

Modern library organization, administration, services, and equipment
Reader interest levels and trends in current literature
Adult books, bibliographic sources, and reference materials

Ability

Plan and develop a program of library services
Supervise professional and nonprofessional staff
Evaluate adult literature
Utilize reference resources
Assist and advise readers in the selection of library materials
Promote interest of adults and young adults in books and library services
Speak to groups
Establish and maintain effective relations with the public
Apply and interpret policies and rules

Experience

Three years of professional library work, most of which must be in Adult Services, in a library of recognized standing

Education

Graduation from an accredited college or university and possession of a graduate degree from a school accredited by the American Library Association

7/23/73

ASSISTANT TO THE DISTRICT LIBRARIAN

DEFINITION

Under general direction, to serve as an administrative assistant to the District Librarian, to be responsible for all aspects of financial record keeping and maintenance of the library facilities, to supervise personnel in the administration of these duties, and to do other work as required

EXAMPLES OF DUTIES

Responsible for all phases of financial record keeping; assists in the preparation of the budget and implementation of budget control procedures; analyzes operations and functions of the library and personnel positions; prepares a variety of reports and results of studies; responsible for purchasing and receiving of all equipment and supplies; maintains inventory of fixed assets; administers all contracted services and work, including maintenance and repairs of buildings, furniture and equipment; supervises personnel in the administration of these duties

MINIMUM QUALIFICATIONS

Knowledge

Administrative principles and practices
Generally accepted accounting principles and practices
Modern office methods

Ability

Establish and maintain effective relations with staff members and outside business representatives
Analyze and prepare financial and statistical data
Make clear and comprehensive reports involving independent research
Coordinate and supervise the work of others
Apply and interpret policies and rules

Experience

Three years of responsible experience in planning, coordinating, and supervising administrative functions and services

Education

Graduation from an accredited college with a specialization in business administration, accounting, public administration, or related field--accounting being essential

7/23/73

DISTRICT LIBRARIAN

DEFINITION

Subject to general policies determined by the Board of Trustees, plans, organizes, and directs the operations and functions of the library district

EXAMPLES OF DUTIES

Plans, organizes, and directs the operations and functions of the library district; establishes and maintains effective working relationships with the public, the Board of Trustees, and the staff; develops library programs and maintains high professional standards; formulates and implements administrative policies; supervises budget preparation and the administration of fiscal matters; prepares and submits reports to the library Trustees; participates in the selection of library materials; represents the library in the community; attends professional conferences and meetings, including active participation in the Metropolitan Cooperative Library System

MINIMUM QUALIFICATIONS

Knowledge

Modern library organization, administration, services, and equipment
Reader interest levels and trends in current literature
Library classification system, catalogs, and cataloging and filing rules
Books, bibliographical sources and reference materials

Ability

Plan and develop a program of library services
Formulate and implement administrative policies
Establish and maintain effective relations with the public, the Board of Trustees, and the staff
Promote community interest in books and library services
Evaluate literature
Speak and write effectively

Experience

Five years of professional library work, including three years in an administrative capacity

Education

Graduation from an accredited college or university and possession of a graduate degree from a school accredited by the American Library Association

7/23/73

APPENDIX F

POSITION CLASSIFICATION

ALTADENA LIBRARY DISTRICT

1969

CONTENTS

Professional Librarians
Office Assistants
Clerk/Typist
Student Assistants
Monitor
Page

Revised 1969

CALIFORNIA STATE LIBRARY

CLASS TITLES

In the attempt to use a fairly uniform terminology for professional library classes, we define class titles in common use in terms of the following general duty statements that suggest the various levels of personnel classification

Professional Employee - An employee in a position which requires college or university education and library school graduation, and performance of work of a grade which necessitates training and skill in the theoretical or scientific parts of library work (as distinguished from its mechanical parts.) Applies to all classes in this list.

Chief Librarian -- Librarian who assumes responsibility for operation of the entire library, integrating its work with that of other city or county departments, university or college departments, or other major parts of the larger organization: makes final decisions on policies, plans and programs.

Department Head -- Professional employee who plans, organizes, and directs the work of the staff of a major section or department of the library, reviews work and passes on difficult problems, and does highly skilled professional work.

Senior Librarian (Librarian II) -- Professional employee doing varied and difficult professional library work under general supervision; may also be responsible for a subordinate function, and exercise supervisory responsibility over a small staff or act as assistant supervisor of a large staff.

Junior Librarian (Librarian I) -- Beginning professional position, requiring a college or university education, plus a degree from an accredited library school. This is the trainee grade, for which no professional experience is required.

Professional Library Trainee -- An employee who is currently enrolled in a graduate library school of recognized standing.

Non-professional Employee -- Employee in a position, the duties of which are of a mechanical and/or routine nature, not requiring professional library education.

Branch Library Assistant -- Non-professional employee assigned to work in a branch or station of a library.

Library Aid -- Employee assigned to clerical and/or routine library work for which a professional library education is not required.

LIBRARY PAGE

(Student Assitants)

DEFINITION

Positions in this class are filled on a part-time basis by students, and have limited responsibilities.

ABILITY TO

Perform routine unskilled clerical procedures accurately.
Follow oral and written instructions.
Get along well with others.

EXPERIENCE

No previous work experience is required.

MONITOR

DEFINITION

With ultimate responsibility to Chief Librarian and immediate responsibility to senior librarian in charge, monitors the reading room to assure an atmosphere conducive to study and reading for all people using the library.

ABILITY TO

Work cooperatively with all library personnel and the public.
Maintain safety for all personnel within the library.
Maintain control of public restrooms.
Judge when outside assistance is needed.

DESIRABLE QUALIFICATIONS

Firmness and conviction.
Tact.
Unbiased judgment.
Impartial attitude.

STUDENT ASSISTANT

DEFINITION

Under supervision, to perform clerical or other non-technical library work within clearly defined routines: and to do other work as required.

ABILITY TO

Establish and maintain effective cooperative relations with the public, supervisors, and fellow employees.
Learn detailed, specific library practices and techniques.
Do detailed work accurately.
Understand and follow oral and written directions.

EXPERIENCE

No previous work experience is required.

CLERK/TYPIST

DEFINITION

With background of business education or training, to perform a variety of office procedures and use office machines and equipment.

DESIRABLE QUALIFICATIONS

Do clerical work with speed and accuracy.
Learn rapidly specific routines and use of tools.
Understand and follow oral and written instructions.

ABILITY TO

Type a net of 50 WPM.
File accurately.
Maintain accurate records.
Operate standard office machines.

EXPERIENCE

This position requires a minimum of 6 months previous experience.

LIBRARY ASSISTANT I

DEFINITION

Under direction to do clerical work of average difficulty which is relevant to the specific department of the library.

DESIRABLE QUALIFICATIONS

Completion of high school education.

ABILITY TO

Type from clear copy at a rate of 40 WPM
Ability to do clerical work with speed and accuracy.
Establish and maintain effective cooperative relationships with the public, fellow employees and supervisors.
Learn rapidly specific rules, regulations and processes and to apply them in a variety of cases.
Learn rapidly library terminology and standard library practices.
Understand and follow oral and written instructions.

EXPERIENCE

This first level requires no previous training or experience.

LIBRARY ASSISTANT II

DEFINITION

Under general supervision, to perform a variety of difficult and responsible clerical work; to supervise clerical staff; and to do other work as required.

DESIRABLE QUALIFICATIONS

Knowledge of library terminology and basic techniques.
Ability to maintain effective relationships with the public and to work cooperatively with professional library personnel and fellow library assistants.
Ability to lay out and supervise work of clerical assistants and especially part time student helpers.
Knowledge of book collection and its use.
Completion of high school education.

ABILITY TO

Do responsible clerical work with speed and accuracy.
Learn rapidly specific rules, regulations and procedures; apply them and teach them to others.
Ability to type with acceptable speed and accuracy.
Give clear oral and written instructions.
Prepare accurate reports.

EXPERIENCE

Three years of work experience, either library, business, or in a related field.

LIBRARY ASSISTANT III

DEFINITION

Under direction, to coordinate and supervise non-professional library personnel within a particular department of the library; to train new clerical assistants as well as student pages, to perform accurate record work, and assist in the hiring of clerical personnel.

DESIRABLE QUALIFICATIONS

Knowledge of modern library trends.
Knowledge of library procedures and records.
Knowledge of books and book collection and ability to assist readers.
Graduation from high school and a minimum of two years of college.

ABILITY TO

Work cooperatively with professional library personnel.
Supervise and coordinate clerical staff engaged in a variety of work.
Instruct and supervise student assistants and pages.
Make clear and comprehensive reports.
Keep records accurately.
Recommend new procedures and forms for the improvement of library service.

EXPERIENCE

A minimum of 5 years experience in a library of recognized standing, performing work of an increasingly responsible nature.

SECRETARY

DEFINITION

Under direction, performs a variety of secretarial duties which do not require experience in library work, although this is helpful.

DESIRABLE QUALIFICATIONS

Business college education.
Training and experience in office procedures.
Knowledge of business ethics.
Accuracy, initiative, tact, judgment, memory.

ABILITY TO

Maintain cooperative relations with library personnel, board members, and any public and sales representatives calling on librarian.
Keep accurate records.
Make clear and comprehensive reports.
Type a net speed of 50 WPM.
Take dictation at 80 WPM.
Transcribe dictated materials accurately.

EXPERIENCE

Two years successful secretarial experience.

ADMINISTRATIVE ASSISTANT

DEFINITION

Under direction of the Chief Librarian, performs a variety of responsible duties. This position requires a background and understanding of library operation, budgetary procedures, bookkeeping, business training and experience.

DESIRABLE QUALIFICATIONS

Knowledge of office procedures and business ethics.
Knowledge of general library operation and terminology.
Accuracy, initiative, tact, judgment.
A minimum of 2 years college education.

ABILITY TO

Work cooperatively with library personnel and board members.
Keep accurate and concise records.
Make clear and comprehensive reports.
Type net speed of 50 WPM.
Operate standard office machines.

EXPERIENCE

5 years of secretarial experience performing work of an increasingly responsible nature.

PROFESSIONAL LIBRARY TRAINEE

DEFINITION

An employee who is currently enrolled in a graduate library school of recognized standing.

DESIRABLE QUALIFICATIONS

Interest in library techniques and procedures. ability to meet the public agreeably and maintain effective relations with immediate supervisor and other staff members.

ABILITY TO

Assist readers in use of library facilities.
Do reference work under direction of professional librarian.

EXPERIENCE

No experience required for entry into this class.

LIBRARIAN I

DEFINITION

Under direction of a professional librarian, to do a variety of professional work requiring a knowledge of library tools, techniques and procedures.

DESIRABLE QUALIFICATIONS

Knowledge of:
Library purposes, organization, techniques and procedures, standard reference and bibliographic tools, literature and standard books in various subject fields, library classification systems.

ABILITY TO

Meet the public agreeably.
Speak effectively to groups.
Maintain effective relations with other staff members.

EXPERIENCE

No professional experience required for entry into this class.

LIBRARIAN II

DEFINITION

Professional employee who, with responsibility to chief librarian, plans, organizes, and directs the work of the staff of a department of the library, reviews work and passes on difficult problems, and does highly skilled professional work.

DESIRABLE QUALIFICATIONS

Knowledge of:
- Reader interest levels, trends, and current literature.
- Modern library legislation, organization, services, equipment.
- Books, sources, bibliographies, reference materials, cataloging and classification plans.

ABILITY TO

- Plan, lay out and assign work of others.
- Speak effectively to groups.
- Promote interest in books and library services.
- Advise and select books for readers which meet their needs.
- Evaluate cataloging methods and procedures.
- Establish and maintain effective cooperative relations with the public and fellow employees.

EXPERIENCE

A minimum of 3 years professional experience in a library of recognized standing and performing work of a highly responsible nature.

CHIEF LIBRARIAN

DEFINITION

A professional librarian who, with responsibility to the Library Board, plans organizes and directs the activities of the library; performs professional library work, represents the library in an official capacity as directed by the Board, and does other work as required.

DESIRABLE QUALIFICATIONS

Knowledge of·
- Modern library legislation, organization, policies, objectives, services and equipment.
- Business management of a library system including budget preparation and control.
- Books, sources, bibliographies, reference materials, cataloging and classification plans, registration and circulation procedures.

ABILITY TO

- Plan, coordinate and direct the work of the library.
- Put into effect and administer sound policy.
- Establish and maintain effective relationships with Library Board, employees and the public.
- Write clear and comprehensive reports.
- Prepare annual budget estimates and maintain effective budgetary control.
- Promote community interest and enthusiasm for library affairs.

EXPERIENCE

A minimum of five years increasingly responsible experience in professional library work with at least three years of administrative duties in a library of recognized standing.

APPENDIX G

DUTIES

ALTADENA LIBRARY DISTRICT

1969

CONTENTS:

Professional Librarians

Office Assistants

Clerk/Typist

Student Assistants

Monitor

Page

Revised 1969

DUTIES

LIBRARY PAGE

Shelves books and other library materials, straightens books to maintain proper order and neatness; process new books and performs a variety of errands and tasks as requested.

DUTIES

MONITOR

Monitors all parts of the library on a regular basis, both inside and out. Checks that all doors inside and out on lower level are locked at 6 o'clock. Monitors use of restrooms through control of keys. At closing time, checks all stack areas to be certain that all patrons have left. Picks up all books and materials left on tables. Escorts staff down elevator, through staff entrance door and to their automobiles.

DUTIES

STUDENT ASSISTANT

Charges and discharges books and other library materials; provides basic information to library patrons about location of library materials or refers them to a Library Assistant or Librarian; registers borrowers; files, does miscellaneous typing requiring accuracy; answers the telephone and routes calls.

DUTIES

CLERK/TYPIST

Order Services

Type order cards from a variety of sources; verify trade data in bibliographics and other tools; type orders for books and other library materials, check books received against invoices.

Catalog Services

Type catalog and shelf list cards, file and perform other clerical duties of the department.

DUTIES

LIBRARY ASSISTANT I

Charges and discharges books and other library materials, registers borrowers, assists in filing and compiling of statistics, and does such related clerical duties as are relevant to the department of the library.

DUTIES

LIBRARY ASSISTANT II

Order Services

Be familiar with bibliographies and other order tools, search for complete trade data, search catalog for duplication and for other pertinent information, supervise checking books received and verifying accuracy of invoices for payment.

DUTIES

LIBRARY ASSISTANT II

Public Services

Supervises and participates in the charging and discharging of books and other library materials, the issuing of library cards and the maintenance of registration files, sending of overdue notices, and all other processes relating to the department; explains to readers the arrangement of the library materials and assists readers in finding materials; instructs readers in the use of the catalog.

DUTIES

LIBRARY ASSISTANT III

Public Service

Supervises the activities of non-professional library personnel within the department; trains new clerical assistants and student pages, coordinates all departmental working schedules.

DUTIES

SECRETARY

Assists the Chief Librarian in a variety of activities; takes dictation accurately, compiles and organizes statistical and other reports, composes replies to routine correspondence independently or with general instruction, organizes and maintains office files, operates standard office machines efficiently.

DUTIES

BUSINESS OFFICE ASSISTANT

Maintains all fiscal records, develops bookkeeping procedures for the library, prepares payroll and related records, maintains proper inventory records, assists the Chief Librarian in planning annual budget extimates and does other related duties as required.

DUTIES

PROFESSIONAL LIBRARY TRAINEE

Under direction, does less difficult reference work, assists readers in the use of library facilities: selects material to fill requests and does other professional work as required.

DUTIES

LIBRARIAN I

Assists readers in use of library facilities.

Does reference work of professional level.

Selects material to fill subject requests.

Prepares reading lists.

Selects and directs acquisition and classification of pamphlets, pictures, etc.

Recommends ordering of books in a specified field.

Under supervision, assists in classification and cataloging of reading materials.

DUTIES

LIBRARIAN II

Catalog Services

Develops catalogs and cataloging procedures to meet the needs of the library; catalogs and classifies new books, directs re-cataloging, searching for catalog information directs the ordering of printed catalog cards; directs the shelf listing, typing, revision and filing of cards, supervises the processing and rebinding of books, lays out and assigns work to clerical assistants; prepares reports; keeps accurate records of books cataloged and withdrawn, assists in the formulation of overall library policies; attends conferences and meetings as required.

DUTIES

LIBRARIAN II

Children's Services

Plans, lays out and directs the program of children's services; handles more difficult reference problems, advises teachers, parents and children on the choice of reading matter for children; directs the program of work with school classes visiting the library; visits school, prepares book lists, plans special programs and displays, makes community contacts and works with organizations serving children plans, lays out and assigns work of assistants, prepares reports as required; assists in the formulation of over-all library policies; attends conferences and meetings as required.

DUTIES

LIBRARIAN II

Adult Services

Plans, lays out and directs the program of adult services; directs the development of reference materials and procedures, handles more difficult reference questions; reviews the acquisition, usage and processing of audio-visual materials, pamphlets and periodicals; compiles lists and bibliographics; keeps well informed on local events, reviews book collection to determine need for additions and deletions, participates in selection of books to be purchased for adult readers, lays out and assigns work of professional and clerical assistants prepares reports as required; assists in the formulation of over-all library policies; attends conferences and meetings as required.

DUTIES

CHIEF LIBRARIAN

Plans, directs and carries out a program of library service for the community; formulates library rules and regulations; selects, makes assignments of and supervises library personnel, recommends and directs the execution of library policies and procedures; meets with community groups to discuss use and extension of library services and to review books; interviews publishers' representatives; studies book reviews in order to evaluate current books in terms of the library's needs; makes final determination on the selection of all books, documents, magazines and other material or equipment for the library; places book orders; supervises the classification and cataloging of books, formulates an annual budget estimate and controls budget expenditures, and attends conferences and meetings as required.

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